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Fuetsch, Bernhart Alois; Weller, Benjamin Prince; Harwood, Richard Drury; Miller, Clayton Louis; Neyman, Clinton Andrew; Lowry, William McCulloch; Hoag, Richard Mason

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BERNHART A. FUETSCH
SAMUEL P. WELLER
BENJAMIN F. FIELD, JR.
RICHARD U. HARWOOD
CLAYTON L. MILLER
CLINTON G. REYMAN, JR.
WILLIAM M. LOWRY
RICHARD M. HOAG

TRAINING AND ADMINISTRATIVE PROCEDURES IN THE ORGANIZED SURFACE NAVAL RESERVE

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by

Bernhart A. Fuetsch, Captain, U. S. Navy
Samuel P. Weller, Captain, U. S. Navy
Benjamin P. Field Jr., Commander, U. S. Navy
Richard D. Harwood, Commander, U. S. Navy
Clayton L. Miller, Commander, U. S. Navy
Clinton A. Weyman Jr., Commander, U. S. Navy
William W. Lowry, Commander, U. S. Navy
Richard W. Hoag, Lieutenant Commander, U. S. Navy

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CHAPTER I

THE PROBLEM AND ITS SCOPE

The Problem.--The purpose of the Naval Reserve is to provide personnel for the immediate expansion of the operating Navy upon mobilization for war or other national emergency. The problem in this study is a review of the Naval Reserve to determine the adequacy of its training program; and to draw conclusions which will improve the training.

The Need:--If the Naval Reserve is to accomplish its purpose, the training must be thorough. The era of "total war" is here. No nation can expect to maintain an operating Navy which will be sufficient during even the first weeks of a major war. The economy will not bear so heavy a burden. Re-inforcements are needed immediately and these re-inforcements must be so trained that they are effective in their assignments. Their effectiveness is dependent upon their knowledge of what is expected of them and their ability to meet these expectations. The knowledge and ability are, in turn, dependent upon the training they receive.

The time available for training is very limited. The Reservists are civilians who must have civilian occupations to provide for themselves and their families. One

two-hour drill period per week is the maximum time available for Naval Reserve training. It is evident that these two hours must be used to utmost advantage; that the instruction must be most efficient; and, that the activities of each period must be carefully planned.

Delimitations.--The major activity of the Naval Reserve is training. All phases of the organized Naval Reserve program affect training. However, the organization is far too huge, and the forces affecting it too complex, to be covered completely in this study. The study will concern itself primarily with the administration, curricula and instruction of a typical unit and with matters directly affecting them. Other aspects are included to give the reader a background for a better understanding of the problem.

CHAPTER II

BACKGROUND OF THE ORGANIZED NAVAL RESERVE

Purpose of the Naval Reserve:--The broad policies of the Naval Reserve plan of the Navy are the activation and training of a Naval Reserve adequate to the war time needs of the Navy. This is set down in the purpose of the Naval Reserve promulgated by the Navy Department. The policy states:

> The purpose of the Naval Reserve is to provide a force of qualified officers and enlisted personnel who are available for mobilization in the event of a national emergency, and who together with the active and retired personnel of the regular Navy can effectively meet the needs of the expanding naval establishment while an adequate flow of newly trained personnel is being established.[1]

Experiences gained in the last great conflict demonstrated that wars are no longer confined to professional soldiers and sailors but reach into every phase of our industrial and economic life. The Navy realized the experience of those personnel mustered out must be conserved, if at all possible. This has been done by the organization of a strong Naval Reserve. In this organization an individual can maintain his naval skill without

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[1] Bureau of Naval Personnel Manual, p. 297. United States Government Printing Office, Washington, D.C.

inordinate interruption of his normal civilian life.

Composition of the Naval Reserve.--The Naval Reserve, as established by the Naval Reserve Act of 1938, is a component part of the United States Navy, and consists of:

The Fleet Reserve

The Organized Reserve

The Volunteer Reserve

The Merchant Marine Reserve

Each of these components is established under different regulations, for personnel with different degrees of qualifications.

Purpose of the Organized Reserve.--The main purpose of this study concerns the Organized Reserve component. As the basic source of manpower in national emergency it has a more definite mission to fulfill. The Navy Department states:

> The purpose of the Organized Reserve is to provide a trained force of officers and enlisted personnel which, supplemented by personnel from other sources, will be adequate in numbers and composition to meet the initial requirements of the War organization of the U.S. Navy.[2]

The necessity of meeting the initial requirements of manpower in the War organization is a burden placed upon this component of the naval reserve. The Organized Reserve consists of officers and enlisted personnel. They are required to maintain efficiency by attending frequent

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[2] Ibid.

drills and by performing annual training duty. They are available for duty in the naval service in time of war or when in the opinion of the President a national emergency exists. Normally officers assigned to these units are confined to those who meet the requirements for unlimited general service. Specialists or limited general service personnel are fitted into this component in small numbers only.

History of the Naval Reserve.--The Naval Reserve gradually developed from the Naval Militia of various states. In 1887, legislation was introduced into Congress to create a Naval Reserve. While this legislation was not enacted into law, it became the basis of action whereby, several of the states created Naval Militia Organizations. By 1897, Militia organizations had been established in fifteen states, with a combined strength of approximately thirty seven hundred officers and men.

During the war with Spain, since there was no law authorizing the employment of the Naval Militia with federal forces, members of this organization were, at the beginning, appointed and enlisted in the Navy as individuals. In the course of the war and after the enactment of appropriate legislation, twenty six hundred members served with the Navy, and sixteen hundred with a hastily organized Auxiliary Naval Force. As a result of this experience, the lack of a reserve force was emphasized. Con-

tinuous pressure was maintained for the establishment of an effective Naval Reserve under federal control.

The first authorization for a Naval Reserve, to be composed of ex-Navy personnel, was obtained in 1915. The Act of August 29, 1916 provided for a Naval Reserve to be composed of officers and men obligated to serve with the Navy in time of war or during the existence of a national emergency. This act also provided for the absorption of Naval Militias, when called to active service with the Navy, into a federal organization known as the National Naval Volunteers. Under the Act of July 1, 1916, the latter organization was transferred as a body to the Naval Reserve and ceased to exist. It subsequently was revived in several states following World War I.

After World War I, incident to the federal economy drive, and lack of interest on the part of war-time members of the Naval Reserve, the activities or the organization were greatly restricted. A comparatively small group of members, mostly Naval Militia and former personnel of the Regular Navy continued in their efforts to maintain a Naval Reserve. They did this by associating in small groups as drilling units, and by performing training cruises, with or without pay. Retainer pay, which had been provided, became depleted and by September 20, 1921 further cuts were required. All members of retainer pay classes with the exception of the Fleet Naval Reserve (ex-

Navy personnel) and a small group of personnel on active duty were disenrolled, unless transfer to a non-pay class was requested. A drastic reduction in numbers resulted. However, it brought about a condition whereby those who remained in the Volunteer Naval Reserve constituted an enthusiastic group, with the best interests of the Navy at heart.

Early in 1923, limited funds were again provided for retainer pay on the basis of drills actually performed. A small number of reservists were put on a pay basis. The peacetime Naval Reserve was established on a more practicable basis, that is pay for drills performed. Limited funds were also made available for training duty with pay and allowances.

By 1923, it became evident that previous acts, with their numerous amendments, were too cumbersome. The difficulties of administrative procedure, made the acts unworkable. As a result the Naval Reserve Act of 1925 was enacted and became effective on July 1, 1925. It repealed all former laws and placed the Naval Reserve on a more desirable basis. In addition membership therein was made more attractive through benefits previously not granted.

Under the above act, the Fleet Reserve was organized into divisions, battalions and aviation squadrons, each with a definite mobilization assignment. Complements of officers and men were authorized for each unit. Armory space was provided, and the necessary equipment supplied.

Personnel were required to follow a syllabus of training, which included a two weeks annual training course; and a similar training period for aviation units. A Naval Reserve Inspection Board was created and regular Naval Officers in various Naval Districts were assigned additional duties in connection with inspection and instruction of Organized Naval Reserve Units. A number of senior Naval Reserve officers were placed on active duty in several Naval Districts and in the Navy Department in connection with general administration of the Naval Reserve.

Following the enactment of the Naval Reserve Act of 1925, Congress became increasingly aware of the importance of an available reserve. A potent force was required to meet the expanding needs of the Navy in event of war or national emergency. This was reflected in the increased appropriations granted. Comparatively speaking, the appropriations granted were still relatively small.

Lack of funds was keenly felt for some years to come. Training activities were considerably handicapped by a dearth of suitable armory facilities. A number of the Organized divisions were poorly housed, cramped facilities interfered considerably with the proper drilling and instruction of personnel. Interested personnel compensated for this by devising ingenious equipment and methods to carry out their prescribed training programs. During the depression years in the thirties, this situation was rem-

died in some localities. Several of the states maintaining Naval Militias constructed suitable armories, aided by grants of federal funds under the Public Works Administration program. These armories were made available to the Naval Reserve.

By 1938, problems arising in administration indicated the need of further legislation, to increase the effectiveness of the reserve program. The Naval Reserve Act of 1938 resulted, and became effective July 1, 1938, repealing the former laws. The Act of 1938 provided that subject to appropriations made annually by Congress, the Naval Reserve should be administered with a definite objective: to reach a maximum numerical strength of trained and qualified officers and enlisted men in the several classes, as determined by the Secretary of the Navy, within a period of not more than ten years; as nearly as possible by equal annual increments.

The funds provided for the Organized Reserve, prior to the Limited National Emergency declared by the President on September 8, 1939, were meager. Monies available permitted the yearly training of approximately one thousand officers and ten thousand enlisted men. Increased appropriations were made available for several years preceding the above declaration and thus more efficient training procedures were made possible and the Naval Reserve was available in event of immediate mobilization.

The Second Division of the Organized Reserve located at Baltimore, Maryland was the first unit mobilized, and in less than forty-eight hours proceeded to its assignment. Others were organized as needed. By July 8, 1941 all units had been completely mobilized.

The tremendous part played by the reserve components in the past war is now a matter of record.

Postwar planning was commenced in late 1944. This included a study to re-establish the Naval Reserve upon termination of the war. Early in 1946, the plan was approved, but amplified and defined as to scope, composition and size. On March 27, 1946 the Postwar Naval Reserve was activated on a voluntary basis.

It was determined that the Naval Reserve, in order to be fully ready and well trained in event of mobilization, must be administered as an integral part of the Regular Navy. Integration was accomplished at all levels of command, thereby placing the reserve components in the same administrative command relationship with the Regular Navy.

CHAPTER III

ADMINISTRATION

Introduction

Administration of the Organized Naval Reserve at its topmost level is vested in the Chief of the Bureau of Naval Personnel, through the office of the Assistant Chief of Naval Personnel (Naval Reserve). Major directives and instructions issued to the reserve organization originate in this office. It is charged with the responsibility of the development and coordination of the Naval Reserve Program embracing the Organized, Volunteer and Merchant Marine Reserve.

The next step of the administrative chain rests with the Commandants of the Naval Districts. Field Administration of the Surface Naval Reserve program and Surface Naval Reserve training is vested in these commands. Naval Districts are specific geographic areas within and outside of the United States. Commandants of these areas exercise command of naval activities located on land within the assigned geographic area. As an example, the Twelfth Naval District embraces the states of Nevada, Utah, Arizona, and the northern part of California. Located in this area are many Naval Reserve Units, usually situated at or

near centers of population. Complexity of administration is inherent and to be expected.

Assigned to each District Commandant is an Officer designated as Director of Naval Reserve with a staff of personnel whose duties are solely that of Administration of Reserve matters within the District described.

The Bureau of Naval Personnel has issued a directive establishing the command relationship in the administrative command of the Reserve under the District Commandant. This relationship is shown in diagramatic form below.

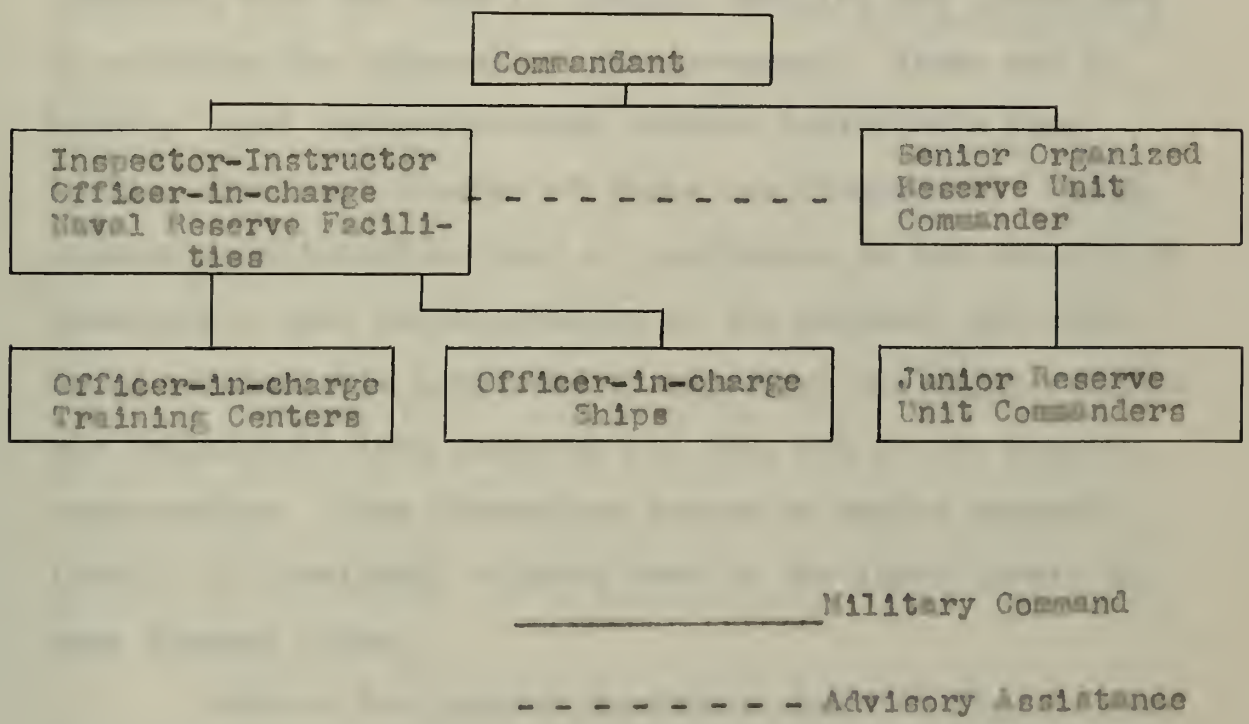

FIGURE 1. ADMINISTRATIVE COMMAND RELATIONSHIP FOR NAVAL RESERVE PROGRAM WITHIN A NAVAL DISTRICT.

One major aspect of command relationship must be constantly kept in mind. The Navy, in dealing with Reserve components, is in effect training civilians in uniform. In this process it should be borne in mind that these individuals are primarily members of the Organized Reserve because of personal interest in the Naval Service. Partiality for naval service, innate desire to serve their country, and pursuit of an avocation are only a few of the reasons men join these units. Their willingness to remain in the Reserve is based solely upon the attractiveness of the program. It is incumbent upon the Navy to furnish training and incentives to maintain the interest of the personnel. There are no binding legal contracts which prevent individuals from leaving the Naval Reserve at their own discretion. Faulty command relationships, lack of confidence in the ability of commanders, poor administration of the program, and arbitrary militaristic attitudes of superiors are some major reasons why individuals lose interest and drop out of the Reserve organization. When dissension occurs at senior command levels, it inevitably filters down to the lower levels in many adverse forms.

Each of the command functions shown in Fig. 1, having a pronounced effect on the efficiency of the Organized Surface Reserve Program will be discussed in detail showing the mission, duties, and command relationships at each level.

ACTIVE DUTY PERSONNEL

The Naval District Commandant:--The Commandant is charged with the detailed administration and military command of the Naval Reserve within his District. He is guided by the general directives promulgated by the Chief of the Bureau of Naval Personnel. He is given broad powers in interpretation of directives and in administration of the overall Reserve program in line with the established national policies. All active duty personnel connected with the Reserve program and members of the Reserve program are under his military command. The Commandant is allowed a staff of officers and clerical assistants sufficient in numbers and abilities to administer the program within the District.

The Inspector-Instructor.--The office of Inspector-Instructor is an activity under the military command of the District Commandant, established by the Secretary of the Navy within a Naval District to assist the Commandant in the administration and training of Naval Reserve personnel. A Regular Naval Officer is ordered to fill this office. For disciplinary purposes he is designated as Officer-in-charge of Naval Reserve Facilities. As such, he has separate and detached command of all active duty enlisted personnel assigned to his activity and to training centers and ships subordinate to his activity. Sufficient enlisted personnel are assigned to the Inspector-Instructor activity to permit the further assignment of one experienced Chief Petty Offi-

cer of the Regular Navy to each Naval Reserve training center within the activity.

The Chief of Naval Operations outlined the mission and general duties of the Inspector-Instructor as follows:

> Mission: To assist the Senior Organized Reserve Unit Commander as the Commandant's representative in the administration and training of the Organized Reserve within the vicinity of the activity. Where practicable, and as directed by the Commandant, to assist the training program of the Volunteer Reserve within the vicinity of the activity.
>
> Duties: (a) Advise and assist the various organized Reserve unit commanders in the administration and training of personnel in units under their command. Note: The Inspector-Instructor is not in the military chain of command between Senior Organized Reserve Unit Commanders and the Commandant. However, he is the Commandant's local representative to advise the Senior Organized Reserve Unit Commander and to handle locally such operational and administrative matters as desired by the Commandant.
>
> (b) Keep informed on the curricula, methods and efficiency of the training in those units for which responsible. Keep the Commandant continually informed as to the state of training, efficiency of administration and general progress of organized units.
>
> (c) Represent the Commandant, as he may delegate such authority, in the issuance of operations orders for group training duty in Naval Reserve Training ships.
>
> (d) Represent the Commandant, as directed, in connection with administration and training of Volunteer units of the Naval Reserve which meet in his locality.
>
> (e) With the Senior Organized Reserve Unit Commander, maintain liaison with local Naval Militia, National Guard, Army organized Reserve, Marine Corps Reserve, and patriotic and civic organizations.
>
> (f) As officer-in-charge of Naval Reserve Facilities, act as immediate superior to the Officer-in-charge of Naval Reserve Training Centers, and Officer-in-charge of Naval Reserve Training ships in the discharge of their duties in connection with the administration of training centers and ships.
>
> (g) Insure that directives of the Commandant in connection with the Administration and upkeep of training centers, and in connection with the maintenance and

security of ships and other facilities are properly interpreted and carried out by responsible officers. Arrange with Senior Organized Reserve Unit Commander for assignment of organized Reserve personnel to assist in maintenance of training centers or ships when deemed necessary.

(h) Convene summary courts martial and take lesser disciplinary action in matters relating to active duty personnel assigned Inspector-Instructor activity as well as matters concerning active duty station keepers and shipkeepers referred to him by Officer-in-charge of Training Centers and Officer-in-charge of Ships. Request enlisted records from the Commandant if necessary.

(i) Represent the Commandant in inspecting ships and training centers in accordance with current Navy Department or district directives.

(j) Represent the Commandant in the coordination of local Naval Reserve recruiting activities under the Commandant with local Navy Recruiting Service facilities.

(k) Represent the Commandant in accordance with his instructions in connection with the inspection and approval of private contractual work.

(l) Aid and assist the District Naval Reserve Inspection Board as requested in connection with annual inspections of units under his cognizance. Act as a member of this Inspection Board when so ordered by the Commandant.

(m) Perform such other duties in connection with the Naval Reserve program as may be assigned by the Commandant.[1]

The above duties are stated in such general terms that they require interpretation and amplification by the District Commandant. If the Inspector-Instructor is to represent the Commandant in such matters as listed he must be constantly informed of district policy, plans, etc., concerning the Reserve program. It is strongly recommended that interpretation of duties and detailed instructions for the Inspector-Instructor be made in writing and that changes

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[1] Naval Reserve Multiple Address Letter No. 2-48 (corrected 31 December 1948). Navy Department, Washington, D.C.: Jan. 5, 1948.

in policy requiring further specific changes in his duties be also made in writing. In this manner, a complete file of the specific and general responsibilities can be maintained and the performance of duty enhanced. This would also facilitate the turn over of command on being relieved.

The Inspector-Instructor exercises only advisory assistance to the personnel of the Organized Reserve through the Senior Organized Reserve Unit Commander. The military command of inactive duty personnel attached to Organized Units is vested in the Senior Organized Reserve Unit Commander. Each Commander is responsible to the Commandant and has direct communications with him. When difficulties arise between the Inspector-Instructor and the Senior Organized Reserve Unit Commander it is apparent that they can only be resolved at a higher level. It would then appear that the authority given the Inspector-Instructor is not commensurate with the responsibility assigned. However, the final authority rests in the Commandant and the effectiveness of the Inspector-Instructor, to a large degree, depends on the amount of confidence and respect for his judgment that the Commandant has in him. Through the threat of recommending the withholding of command pay by the Commandant, the Inspector-Instructor has a definite possible check on the effectiveness of the Organized Reserve Command. To balance this check is the authority of the Reserve Commander to deal directly with the Commandant thus demanding

proper performance of duty by the Inspector-Instructor. This system of checks and balances seems to operate smoothly in the Eleventh and Twelfth Naval Districts. However, it is apparent that a clash of personalities and lack of cooperation between the Inspector-Instructor and the Organized Reserve Commander would be extremely detrimental to the training program. Explosive possibilities exist which in any unit can be touched off by a conflict of personalities.

Officer-in-charge Naval Reserve Training Center.--The Officer-in-charge of the Naval Reserve Training Center is an officer on active duty designated by the Commandant. He may or may not be the cognizant Inspector-Instructor. If he is not also the Inspector-Instructor, he is responsible to the Inspector-Instructor in matters pertaining to the operation and maintenance of the training center, including personnel matters in connection with station keepers assigned to the training center. He is normally designated as Assistant Inspector-Instructor of the cognizant Inspector-Instructor activity. He is under the military command of the Commandant and reports directly to the Inspector-Instructor.

The Chief of Naval Operations outlined the duties of the Officer-in-charge of Naval Reserve Training Centers in general as follows:

(1) Mission: Insure the proper operation, security and maintenance of the training center.

(2) Duties:

(a) Be responsible to the cognizant Inspector-Instructor for the material condition, maintenance, operation and security of the training center.

(b) As Officer-in-charge of station keepers, issue instructions as to their duties and provide for their proper administration. In the event of necessity for disciplinary action, refer such cases to the Inspector-Instructor.

(c) Assign, with the advice of the Senior organized Reserve Unit Commander, space in the training center to various Reserve Activities for Administration and training purposes. Coordinate use of facilities by various Organized Reserve Units assigned, to best utilize training center availability.

(d) Issue instructions, subject to approval by the Inspector-Instructor, providing for the security and proper administration of the training center in accordance with Navy Department or local district directives.

(e) Order equipment as requested by the Senior Organized Reserve Unit Commander, subject to approval by the Inspector-Instructor, and provide for its installation as required for the proper administration and training of members of Organized Units or Volunteer Units assigned to the training center.

(f) Be responsible for government equipment provided the training center. This includes training equipment, motor vehicles, instructional material, and all other regularly furnished equipment. Provide for inventorying this equipment periodically in accordance with current instructions.

(g) Issue necessary security instructions providing for safeguarding of registered publications and classified material which may be stored in the training center.

(h) Issue equipment and publications to individuals or to various unit commanders for use by their units in accordance with current instructions.

(i) Keep the Inspector-Instructor advised in all matters pertaining to training center Administration.

(j) Perform such other duties in connection with the Naval Reserve program as may be assigned by the Commandant or Inspector-Instructor.[2]

The duties of the Officer-in-charge of the Reserve ship(s) are similarly outlined in the referenced letter.[3]

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[2] Ibid.

[3] Ibid.

His duties in connection with the ship are similar to the duties of the Officer-in-charge of the center in connection with the center.

As assistant to the Inspector-Instructor he has also the responsibility of aiding him in the carrying out of his duties in so far as they related to the particular training center.

Like the Inspector-Instructor, he exercises only advisory assistance to the personnel of the Organized Reserve through the Unit Commanders. His check on the performance of duty by the Reserve Unit Commanders rests in the threat which he holds to recommend withholding of command pay by the Commandant. The Reserve Unit Commanders can demand efficient performance of duty by the Officer-in-charge of the centers through their direct line of communication to the Commandant. As discussed in the previous topic under the Inspector-Instructor this system of checks and balances apparently works in the Eleventh and Twelfth Naval Districts to a certain degree. It is believed, however, that both the Active Duty Officer and the Organized Reserve Commander are prone to use this tool only as a last resort, and the efficiency of the centers and of the Reserve training suffers as a result. A threat is not an efficient tool toward establishing and maintaining the degree of cooperation necessary for efficient administration and training no matter how tactfully it is utilized.

The nature of the duties of the Officer-in-charge of the training center and Assistant Inspector-Instructor as quoted above are so general in nature as to require detailed amplification, interpretation, and instructions on the part of the Inspector-Instructor and the Commandant if the centers are to be efficiently maintained and administered in the interest of effective Organized Reserve Training. These directives should be in writing and a file of such directives maintained in each center. The Inspector-Instructor should frequently ascertain and assure himself that the administration and operation of the center is in accordance with the current instructions. There are many details of administration of a Reserve Training Center requiring detailed duties of the Officer-in-charge which at the present time are more or less haphazardly performed and in many cases not reduced to writing for future reference, instruction to reliefs, etc. Some of these specific duties include: planning of details for dockside cruises,[a] arrangements with Officer-in-charge of reserve ship for shipboard drills and equivalent instruction, planning of details for training cruises, local community social events, Reserve social events, advertising the Reserve program, liaison with local government officials, recruiting drives,

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[a]Dockside Cruise.- A naval term indicating that the ship does not leave the dock but that training is conducted in the same manner as if the ship were at sea.

plan of the day for center personnel, security regulations for center, job specifications for center personnel, instruction and training of center personnel, etc.

Station Keeper Personnel.--All station keeper personnel are active duty Reserve or Regular Navy ratings. They are assistants to the Officer-in-charge of the center. The station keeper personnel maintain the facilities of the center, furnish logistic support, advise, instruct, recruit, and do required detailed planning for the purpose of affording effective training of the Naval Reserve personnel. The primary purpose of the Reserve Program and all officers and men engaged therein is "to train the Naval Reserve personnel."

Every reserve training center should be so organized that each station keeper is assigned specific duties. The center should be organized by departments, namely: personnel, training, medical and supply. If the center is a large one with sufficient personnel attached, there may be a further breakdown into electrical, radio and electronics, damage control, etc. The senior man in each department should perform the duties of Officer-in-charge of that department. The following specific "in charge" assignments should be included in the station keeper organization: leading chief with executive officer duties, electronics equipment, boiler shop, machine shop, automotive equipment, training aids library, administrative assistant, dispensary,

storekeeper procurement, plant account, electric shop, building electrical maintenance, armory, carpenter shop, radio room, building maintenance, and recruiting.

The following logistic support should be furnished by the station keepers:

(1) The buildings, equipment, and training aids should be kept ready for immediate use of Reservists at all times.

(2) Material should be made available to drill units when they have requested it in advance.

(3) Repairs or replacements should be made to damaged and worn out equipment.

(4) New training aids should be procured and installed as they become available.

(5) Equipment should be altered or replaced as it becomes obsolete.

(6) New construction should be requested, provided, and supervised as the need for it arises.

(7) They should keep up-to-date on directives, procedures and policies of the Commandant so that they may readily advise drill units when problems arise or when it becomes apparent that such drill units are not following proper procedures.

(8) Information such as cruise dates, available publications and training aids, available training space and clothing issue dates should be given to drill units

periodically so that they will be kept up-to-date.

(9) They should be ready to advise training officers and instructors on proper use of established curricula.

(10) They should be responsible for the proper use of equipment by drill units, and should assure themselves that safety precautions are observed and that only those persons who they have checked out use such equipment.

(11) Details of training cruises, athletic events and social events should, in the main, be taken care of by them because of the short time allowed for drill periods.

(12) In connection with recruiting they should: advertise vacancies in units, advertise attractive features of the Naval Reserve Program, encourage organized units to build up "esprit de corps," better training programs, social events, and athletic events so that new members will be encouraged to join, and actually process applicants in to V-6 so that they may later be taken into drill units.

It is apparent that the active duty personnel assigned to the centers and training ships hold the key to the success of the Reserve training program. The Officer-in-charge must indoctrinate each new station keeper when he reports for duty. The attitude and frame of mind of the new station keeper must be oriented to his new job - that of training the Reservist. The station keeper must know what the Reserve is doing and be ready to advise and assist the Reserve instructors at all times. He must be a quali-

fied instructor in his specialty and should know the curriculum as well as if not better than the Reserve instructor. For this reason the plan of the day of the center should provide for at least one hour daily school for station keepers.

The station keeper should be familiar with the training schedule, and assure himself that the assigned classrooms with required training aids are ready for use at the beginning of each drill. It is advisable that he see a copy of the lesson plan to be used at least a week in advance to enable him to give suggestions and make preparations for most effective use of available equipment. The man in charge of a shop should be present at all Reserve drills conducted in the shop, and should aid the instructor as required in shop demonstration and individual instruction. In order to successfully accomplish this duty, every station keeper should be a graduate of a regular instructor training school.

Station keepers should use ingenuity in setting up training aids and simple training devices. Various visual aid boards, valve type cross sections, and machinery part sections can be made from excess obsolete material not on charge without cost and with minimum labor involved. They must establish, maintain and operate a complete training aids library. A quarterly inventory of the training aids library should be made and copies of this inventory given

to each officer and instructor of the Reserve Units. A running inventory should be maintained in the library for ready reference of any instructor.

All clerical and administrative personnel assigned to the center should be assigned to Reserve Division Offices to advise, instruct, assist and check on procedures and required reports.

It is realized that the number of active duty personnel now assigned to training centers, especially to large centers like Treasure Island, are inadequate to perform all of the duties enumerated above. The allowance of personnel at each center should be increased to such number as to:

(1) Provide for proper maintenance of the training center and equipment.

(2) Provide for assistance as required in every laboratory training period conducted by the Reserve Units.

(3) Provide for the training center responsibility to guard administrative radio circuits, perform training center clerical work, maintain sick bay, operate training center library.

(4) Provide for clerical support to, or assume complete responsibility for, paper work required by Reserve Units.

From the point of view of training it would seem advisable to increase the length of tour of duty of Regular

Navy personnel assigned. However, it is not believed practicable or desirable from the point of view of the Regular Navy to keep its better personnel on such detached training duty longer than the routine established shore duty period. All naval schools have felt the same need for permanency of instructors in the past and at present. Professional naval personnel should not be held on detached training duty for excessive periods of time since their career would suffer from loss of contact and ability to keep up with developments in the regular service. The Reservists on active duty at the center should be held in the job as long as practicable.

The question of accomplishment of required clerical work by the Reserve Units attached to the center is a problem closely related to the active duty personnel assignments. It is practically an impossibility to accomplish the required clerical work in the two hour per week drill period. In order to efficiently administer the clerical work and at the same time train the Reserve administrative personnel, it is recommended that one yeoman for each division and one storekeeper for each center be placed on active duty. The responsibility of this yeoman should be that of training the division clerical personnel, maintaining division personnel records, handling mail, and in general carrying out required clerical work for the division. During the drill period the clerical trainees can then be

rotated in the various office duties and given individual instruction by the yeoman in charge. The active duty storekeeper should be responsible for correct preparation of payrolls for units attached and for instruction of Reserve supply personnel in pay office procedure. This storekeeper should have no collateral duties at the larger training centers.

At the present time it is extremely difficult to train administrative personnel in the Reserve Units. The work load is so heavy that rotation of duties is impracticable. Also, there is no time available for the trainee to prepare himself for advancement in rating. This causes a definite lowering of morale in this group with resulting excessive turnover and absenteeism. Every unit visited or questioned during this study stated that the yeomen and storekeepers spend many extra hours at the center outside of drill periods doing the absolutely necessary clerical work to maintain the unit. This extra duty without pay cannot be expected of these trainees over a long period of time.

Officer-in-charge of Reserve Ships and Shipkeepers.--The duties of the Officer-in-charge of a Reserve ship are designated in general in the Chief of Naval Operations letter previously quoted. In view of the fact that his duties in connection with the ship closely parallel those of the Officer-in-charge of the center with respect to the center,

the letter is not quoted here. Also, the Navy Regulations and established customs of the service give a much easier and more explicit understanding of the duties of a ship Commanding Officer or Officer-in-charge. Reserve ship personnel must constantly keep in mind that the mission and purpose of the Reserve ship is to "train naval Reservists." Close cooperation between the Officer-in-charge of the Reserve ship, the Officer-in-charge of the Training Center, and the Inspector-Instructor is mandatory if the most effective training of Reserves on board the ship is to be accomplished.

The duties of the shipkeepers in connection with Reserve training are the same for the ship as has been discussed for the station keepers and the center. Close liaison between the center and the ship must be maintained if the shipkeepers are to give efficient service to the Reserve Units. They must know in advance what drills are to be conducted and what services will be required. The shipkeeper should be familiar with all ship machinery and equipment under his cognizance. Because of this fact he should be utilized to the fullest as an instructor for Reservists undergoing training on board. Each shipkeeper should be a graduate of a regular instructor training school.

Shipkeepers should be assigned in sufficient numbers to:

(1) Maintain the ship and its machinery and equipage

in the required material condition.

(2) Maintain degree of ship security required.

(3) Provide for assistance in instruction as required in every shipboard training period conducted by the Reserve units which the ship services.

Permanency of shipkeeper personnel is desirable from the training point of view.

INACTIVE DUTY PERSONNEL

General.--In addition to the regular drill pay for attendance at Organized Reserve Drills prescribed by law, compensation for performance of administrative duties is granted to inactive organized Reserve Unit Commanders.

Bureau of Naval Personnel Manual,[4] Article M-7204 states in part:

> In addition to the pay to which they may otherwise become entitled, such officers of the Naval Reserve as may be designated by the Secretary of the Navy regularly assigned to and commanding organizations prescribed by the Secretary of the Navy, shall receive compensation at the rate of $240.00 per year for the faithful performance of Administrative duties connected therewith.

The mere appointment of an officer as Commanding Officer of a Naval Reserve Unit does not automatically entitle him to receive compensation for the faithful performance of administrative duties. The District Commandant is authorized

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[4] Bureau of Naval Personnel Manual, Navy Department, Washington, D.C.: United States Government Printing Office, 1948.

to withhold the subject compensation from commanding officers who in his opinion are not considered to be faithfully performing their administrative duties in that: (a) an effective training program is not in operation, and (b) the standard organization is not being followed.

This additional pay provision provides the basis of the threat to recommend withholding of command pay which may be exercised by the Inspector-Instructor in his incongruous position of responsibility to the Commandant for the state of administration and training of Reserve Units within his activity and mere advisory command relationship with the Reserve unit commanders. By directive, the Inspector-Instructor can only advise and assist the Reserve Unit Commander. The Reserve Unit Commander is in military command and is not required to carry out the advice or accept the assistance of the Inspector-Instructor. Primarily, efficient cooperation and productive results are dependent upon the personalities of the individuals concerned.

Senior Organized Reserve Unit Commander.--The Senior Organized Reserve Unit Commander is a Reserve Officer on inactive duty ordered as such and responsible to the District Commandant for the administration and training of the Reserve Units in the area. His mission is to insure administration and training of the various Reserve Units under his command.

The general duties of the Senior Organized Reserve

Unit Commander as outlined by the Chief of Naval Operations follows:

(a) Administer Reserve Units through the various unit commanders to insure that Navy Regulations and pertinent directives are carried out.

(b) Supervise, through his staff and unit Commanders, the training of the Naval Reserve, utilizing the advice and assistance of the Inspector-Instructor as necessary.

(c) Keep the commandant informed of all matters pertaining to the state of efficiency of administration and training of Naval Reserve Units under his command.

(d) With the Inspector-Instructor, maintain effective liaison with the city and state officials of the community and various local civic groups concerned to insure that good public relations are maintained.

(e) Advise the Inspector-Instructor and Officer-in-charge of the Training centers in matters of equipment installations and space allocation, particularly, regarding effective training of Naval Reserve Units in a manner to insure carrying out the provisions of subparagraphs (b) and (c) above.

(f) Carry out such inspections of Reserve Units under his command as directed by the Commandant and/or as are necessary to maintain effective administration and training.

(g) Aid and assist the District Naval Reserve Inspection Board as requested in connection with the annual inspection of Reserve Units. Act as a member of this Inspection Board when so ordered by the Commandant.

(h) Assist, as practicable, by the assignment of Reserve personnel in the maintenance and upkeep of the training centers and ships in the vicinity.

(i) Perform such other duties in connection with the Naval Reserve Program as may be assigned by the Commandant.[5]

From the above, it can be seen that the duties of the Senior Organized Reserve Commander involve general high level supervision, inspection, and coordination of the vari-

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[5] Naval Reserve Multiple Address Letter No. 2-43 (corrected 31 December 1943). Navy Department, Washington, D.C.: Jan. 5, 1943.

ous activities under his command. The command relationship between the Senior Organized Reserve Commander and the Inspector-Instructor is again emphasized in that advice and assistance is utilized "as necessary."

Junior Unit Commanders.--Battalion and Division commanders comprise this command group. They have direct military command of their respective units and are responsible to the Senior Organized Reserve Unit Commander for the effective administration and training of their units. Their duties are so parallel to similar relative command positions in the military establishment that further comment is considered outside the scope of this study. A typical standard organization chart for a Surface Battalion and a Surface Division are included as Figure 2 and Figure 3.

INTERNAL COMMUNICATIONS

The problem of dissemination of information within Organized Reserve Units is a difficult one. The officers and men are present in the center only two hours each week. Normal routing slip method of passing letters and communications from one person to another is totally inadequate if the contents require a very wide circulation. There are so many duties that the Reservists must perform on drill night that he actually does not have time to "read the mail."

The following practices in originating correspondence tends to slow up the internal communication channel:

(1) Originating successive directives on the same subject without cancelling outstanding conflicting directives.

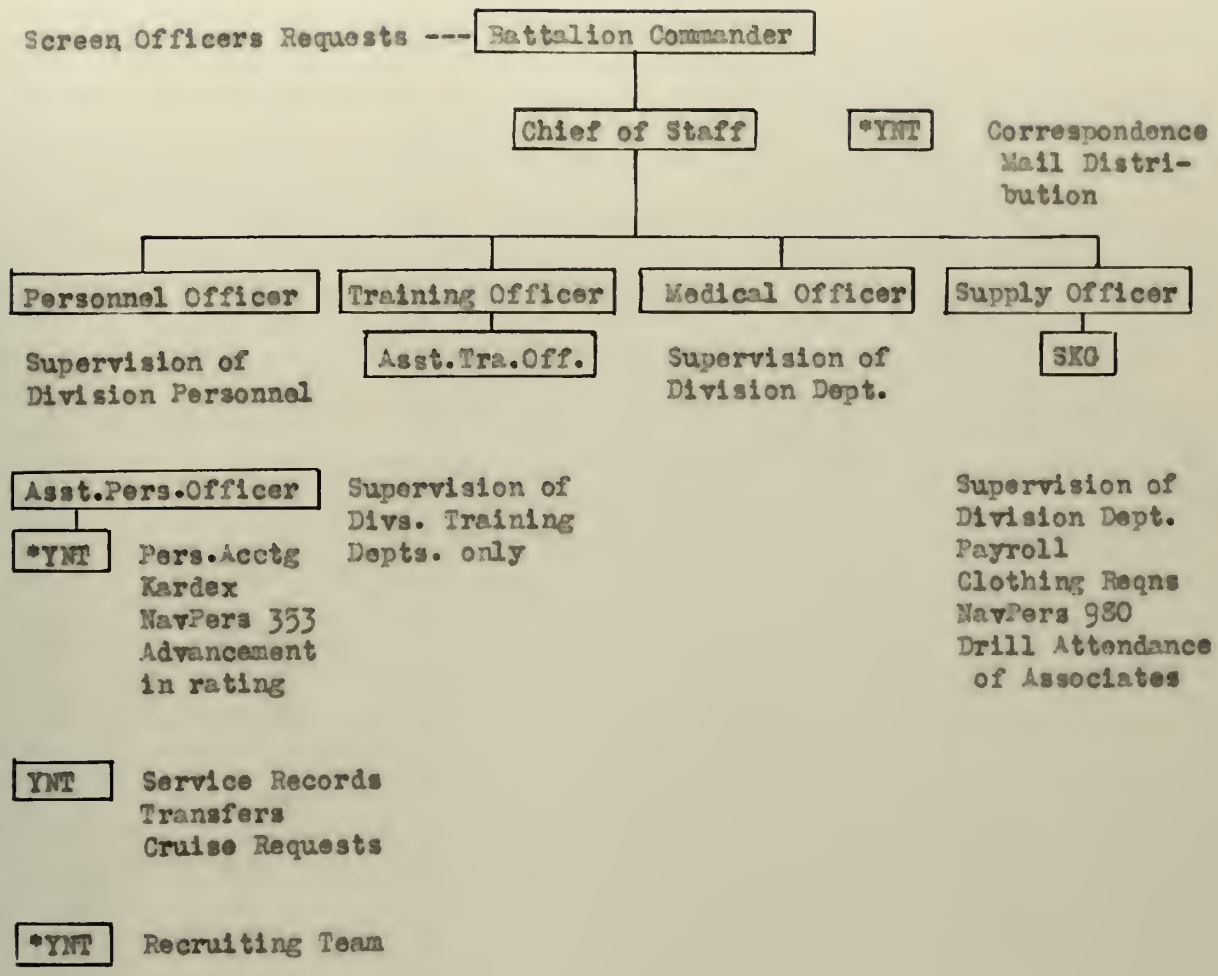
(2) Lack of appreciation by originator of the limitations of Reserve clerical assistance in time and experience.

(3) Excessive use of numerical references to previous correspondence and directives. Looking up references is time consuming, and in many cases the referenced material is not even held by the unit addressed.

(4) There are too many sources of information letters. It is believed that all General Reserve directives should be either Multiple Address Letters or District Circular Letters.

(5) In some cases originators use a multiplicity of subjects in the same letters.

(6) Originators do not furnish sufficient copies of the letter to enable the Reserve Unit to give one to each required action and information officer.



*Indicates typing is necessary

NOTES: (1) The Battalion has little detailed work, but acts in the capacity of direct supervisors and coordinators of Division Departments.
(2) The Battalion Commander is the link between the Inspector-Instructor and the Organized Surface Divisions.
(3) The Battalion Commander takes positive action to insure the successful operation of the Division.
(4) The Recruiter should work in the Training Center Team.

FIGURE 2.

STANDARD ORGANIZATION OF A SURFACE BATTALION

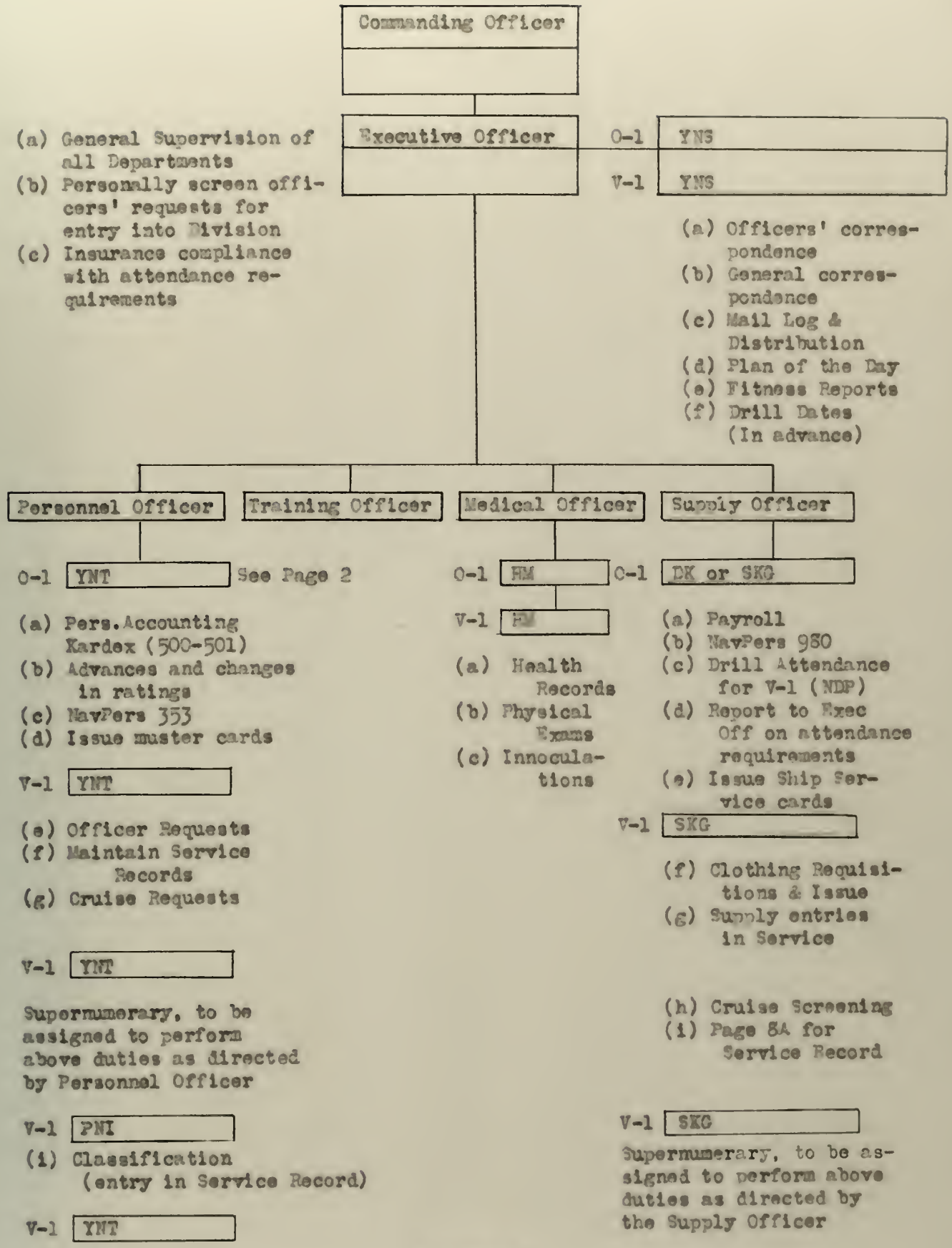


FIGURE 3.

STANDARD ORGANIZATION - SURFACE DIVISION

CHAPTER IV

PERSONNEL FUNCTIONS

RECRUITMENT

Objective.--The broad objective of the Naval Reserve program is to furnish, in time of war or national emergency, trained personnel to fill the vacancies in fleet and service units which are activated to put the Navy on a war footing. To be consistent with this objective, the authorized strength of the Naval Reserve should be approximately equal to the strategic personnel requirements, supplementing the regular Navy, necessary to complete naval mobilization. It follows that the minimum requirement of recruitment for the Naval Reserve is to recruit personnel in sufficient numbers to fill all vacancies within the authorized allowances of all Reserve units.

Budgetary Limitations.--The strategic personnel requirements for mobilization are necessarily contingent upon many variable factors of unfolding world situations, and are subject to periodic evaluation and estimation. For practical purposes, this estimation will be greatly influenced by the budgetary limitations imposed by Congress. The Naval Reserve appropriation is included in the general Navy budget; of necessity it will be adjusted to integrate with the

service's over-all needs. It can be expected, however, that a fairly high degree of stability in Naval Reserve personnel will be maintained for policy reasons. Fluctuations in the Naval Reserve budget will affect the amount available for services and facilities.

Personnel Selection.--With regard to the service needs to fill essential billets with trained personnel, this factor must be a level of reference in providing for personnel procurement. Accordingly, recruits are classified in three categories: (a) Navy veterans, (b) those with civilian occupations related to Navy ratings, and (c) those not in the above two categories, i.e., green recruits. Navy veterans and those with occupations related to Navy ratings (The Dictionary of Occupational Titles, Department of Labor, translates civilian occupations into their military equivalents) are accepted for re-enlistment or enlistment according to current vacancies. Inexperienced recruits are obtained primarily from the high schools and colleges, and are accepted to complete complement allowance. All World War II veterans are eligible; and non-veterans, ages seventeen to forty.

ADMINISTRATION

Responsibility for Recruitment.--It is the Navy Department policy to integrate the Naval Reserve with the Regular Navy and to utilize, without differentiation, its facilities towards accomplishing their common goals. In conformity with

this policy, responsibility for recruitment of Naval Reserve personnel is charged to the Navy Recruiting Service as well as to the Commandants of the Naval Districts who are authorized to delegate this duty to the Reserve components.

Publicity and Promotion.--In order that the Naval Reserve may reach and maintain its maximum strength, use of all media available to give widespread publicity to the Naval Reserve is undertaken. Close liaison is maintained between the Office of Public Relations, the Bureaus of the Navy Department, and the J. Walter Thompson Company, a national advertising concern employed as public relations consultants. The Naval Reserve Section in the Bureau of Naval Personnel, in cooperation with J. Walter Thompson Company, prepare and disseminate posters, car cards, pamphlets, booklets, radio spot announcements, and other material for ultimate dissemination by District Commandants through local Reserve units.

Information regarding annual cruises, new training curricula, etc., is made available to District Public Information Officers prior to release on a national level in Washington. The purpose behind this is to afford the Districts an opportunity to localize the national press release.

With regard to radio programs, the Bureau of Naval Personnel, unlike the Army or Air Force, has not requested Congress to appropriate money for paid advertising and paid radio time, to promote the Naval Reserve. Accordingly, the

only radio time utilized is that which is free. The Navy pays only for the bare essentials of production for the radio programs - such as minimum scale talent fees and cost for reproducing records.

Some centralized control of promotion is considered necessary, but by far the best results have been obtained by those in the field who are daily in contact with the public. Advantage is taken of local gatherings and exhibitions to set up enlistment booths and Navy exhibits. Talks are given to community clubs and to high school groups where personal contacts, the deciding factor in selling the Naval Reserve, are made.

Motivational Appeals.--A wide variety of motivational appeals, including practically every advantage or benefit which could accrue to the individual, is utilized in Naval Reserve recruit promotion. These inducements include such items as pay with learning, free uniforms, training in crafts, recreation and hobbies, advancement in rating, increased income, summer cruises, and non-interference with civilian occupations. It is considered that social factors, with reference to group interaction, and a desire for adventure are prime motivators. This conclusion is well borne out by the fact that the majority of recruits has been induced to enlist by friends who are already in the Naval Reserve.

It should be emphasized, however, that the most

active recruit promotion, while it can secure immediate results in the matter of increased enlistments, will be ultimately without value if the Naval Reserve unit does not provide a beneficial and well administered program. The recruit must feel well compensated for the time he spends in drills, time which must be taken away from his other interests, or he will lose interest and quit. The problem of recruitment for the Naval Reserve is essentially the problem of the morale of its individual units.

Liaison.--The Navy Recruiting Service furnishes personnel to work in cooperation with Reserve personnel at Reserve armories on drill nights. Reserve Units are required to keep the Recruiting Office in the area up to date regarding such matters as current vacancies, desired qualifications, and candidates. Reports of all enlistments and reenlistments effected by the Navy Recruiting Service and by the Reserve units are submitted monthly by District Commandants to the Bureau of Naval Personnel.

INDUCTION

Pre-enlistment.--The induction procedure may be considered as starting with the applicant's physical examination during recruitment which determines whether he is physically acceptable for duty in the reserve. Physical examination is not required for otherwise qualified men discharged from the armed forces on or subsequent to 15 August 1945. Physical examination is required for all other eligible appli-

cants.

Physical requirements for enlistment or re-enlistment are the same as those required of recruits for enlistment in the Regular Navy. These requirements are contained in Part II, Chapter 1, Manual of the Medical Department, U.S. Navy. Requests for waivers may be submitted for otherwise qualified and desirable applicants who have minor physical defects.

The second step in the induction procedure is the administration of the Applicant Qualification Test (AQT) which determines whether the applicant is mentally acceptable for duty in the reserve. Applicable rules follow:

1. The Applicant Qualification Test is administered to all applicants for enlistment or re-enlistment in Class V-6, USNR (inactive duty) regardless of prior service in any branch of the armed forces.
2. Former members of the armed forces who are otherwise qualified are enlisted or re-enlisted regardless of AQT score attained.
3. All other applicants who are otherwise qualified are not enlisted unless they attain a minimum Navy standard score of 40 on the AQT, except for steward recruit which requires a standard score of 30.
4. The Navy standard score attained is entered on the Naval Reserve Enlisted Classification Questionnaire (NRB Form 108), on page 9 of service record; and at the bottom of the Application for Enlist-

ment in the Naval Reserve (NRB Form 24A).

5. The AGCT Form One is the only test authorized for use in processing applicants.

The third step in the induction procedure is the applicant's execution in ink in his own handwriting of an Application for Enlistment in U.S. Naval Reserve, NRB Form 24A. Recruiting officers are responsible for close examination of this form, insuring that all questions have a definite and specific answer and for accepting only those applicants who are fully qualified.

Immediately following completion of NRB Form 24A the Naval Reserve Enlisted Classification Questionnaire, NRB Form 108, is required to be filled out by each applicant in his own handwriting in ink.

A fingerprint Identification Chart is obtained from all those who have not had previous service in the Navy. A Personal Identification Form (FBI) is required for all men enlisting or re-enlisting. For those men who had no active or inactive service in the armed forces on or subsequent to 8 December 1941, a written statement of good character given by any commissioned officer, warrant officer, or chief petty officer of the U.S. Navy or of the U.S. Naval Reserve (active or inactive - all classes), who is acquainted with the applicant is acceptable as a character reference. Police and Juvenile Court references must be obtained for applicants not presenting the character ref-

erence above. Applicants must have no police or juvenile record either pending or disposed of involving moral turpitude.

Enlistment.--The successful applicant, on signing the previously prepared Shipping Articles, is shipped into the Navy and automatically transferred to the Naval Reserve for inactive duty. The oath of allegiance is administered "with fitting solemnity." He is assigned a service number unless he has had previous duty, in which case he is reassigned his original service number.

Placement.--Men discharged from Naval or Coast Guard components are enlisted or re-enlisted in the same pay grade in which last discharged. Those with previous non-military service may be enlisted in a rate determined by appropriate conversion tables. Men with no military, naval or coast guard service are enlisted in the lowest pay grade as recruits. When the enlistment procedure has been executed, the newly enlisted man is given orders to report to the commanding officer of one of the organized divisions for duty.

Reporting.--Upon reporting to the division for duty a common procedure is to give each new comer a "Check-In Sheet" which includes items as to how he is to proceed. The initials he obtains on the sheet after each item indicate the state of his progress in "checking in."

In general the "Check-In Sheet" includes the follow-

ing items:

1. Report to receipt yeoman.
2. Report to storekeeper for issue of uniform clothing.
3. Report to executive officer. (The executive officer ordinarily issues informational matter such as a general information sheet, Naval Reserve pamphlets, and a copy of the division organization. He would also enter the recruit on the rolls, obtain routine information from him, and assign the recruit to his classes.)
4. Report to instructor.

Classification.--The correct classification of the Naval Reservist in a drill pay status is one of the most important steps in the induction procedure. At this time the recruit is evaluated as to his present abilities and as to his potentialities. The result is used by the Navy to assess its manpower resources and, also, to be used as a guide to determine the potentiality of the recruit for special training. The classification is determined by a Naval Reserve Basic Test Battery to determine general aptitude and intelligence, and a personal interview to determine occupational ability and skill.

The Naval Reserve Basic Test Battery which is given the recruit is composed of the following component tests:

1. General Classification Test (GCT)
   Actual time allowed - 33 minutes.

2. Arithmetical Reasoning Test (ART)
   Actual time allowed - 30 minutes.

3. Mechanical Aptitude Test (MAT)
   Actual time allowed - 34 minutes.

4. Clerical Aptitude Test (Cler)
   Actual time allowed - 13 minutes.

The combined test times amount to one hour and fifty minutes. The raw scores obtained are converted to a Navy standard score in accordance with conversion tables furnished with the testing material. The Navy standard scores are based on a mean of 50 and a standard deviation of 10.

Following the testing procedure, the recruit is interviewed by the Classifier. In this interview, information is obtained which is necessary to complete page 4A-4B of the service record, relating to leadership and job experience, general background, hobbies, etc., and to assign the naval job classification code which most nearly identifies the recruit's occupational category. From the same data, a Dictionary of Occupational Titles (Bureau of Labor Civilian Classification Authority) code is determined and entered. After page 4A-4B is completed, it presents a fairly comprehensive picture of the man's background and capacities. It includes the following information:

1. Name
2. Service number and rate
3. Class (Naval Reserve)
4. Test scores
5. DOT code
6. Test score percentage
7. Special test scores

8. Most significant education
9. Years education
10. Degree and name of college attended
11. Major courses
12. Special studies
13. Specialized training
14. Leisure time activities
15. Sports in which qualified
16. Talent for public entertainment
17. Highest position of leadership
18. Physical attribute
19. Main occupation
20. Previous employment
21. Trade test scores
22. Duties, skills, machines
23. Second best occupation
24. Other work experience
25. Recommendations and remarks
26. Recommended to strike for
27. Volunteer for

Evaluation of Induction Procedure.--The prescribed induction procedure appears to be consistent with the accepted practice in industry. One of the most important aspects of the induction program is considered by the Navy to be the compilation of required data to be recorded on the prescribed forms. The importance of this data has been repeatedly emphasized in that it is the vital record of a man's experience and capacities, and is the basis for assessment of personnel resources for mobilization. In practice, however, the information obtained is often not dependable, which nullifies its important purpose. This lack of dependability can be traced to several sources. One is the interview. The interviewer often performs his function in a mechanical and perfunctory manner, posing leading questions and not bothering to verify or sift out inconsistent answers. Inadequately trained or poorly moti-

vated interviewers may account for this performance. The press of other activities in the Reserve organization and a tendency to regard the interview as unwelcome "red tape" which does not benefit the immediate needs of the Reserve unit could account for poor attitude in conducting the interviewing procedure.

A second source of incorrect data is to be found in the improper administration of the Basic Test Battery. In some instances the results of tests were compromised, thus giving a false evaluation to the testee, due to inadequate or careless supervision and unqualified testers. In such instances, the test situation is further aggravated if there is a large number to be tested at one time. A short period of training is sufficient to adequately train testers to conduct proper tests in accordance with standard procedure developed through experience.

The above evaluations relate to improvements in administrative induction procedure. A no less important part of the induction procedure is from the standpoint of the recruit himself, and it is appropriate to consider it from his view point. From this analysis a procedure may be adopted which will prepare the recruit to develop his full potentialities for service to his organization.

Induction, from this standpoint, may be considered as introducing the recruit to the non-technical features of his work life, and helping him make the necessary adjust-

ments. Through induction, he is given information about the organization, its policies, and regulations. This should be done in a way to make him feel at home as quickly as possible. Unless there is one man primarily concerned with induction, however, the program is likely to be neglected by those who are confronted with what seem to be more urgent problems. Some men may be hustled from office to classroom without so much as a word about the organization they have just joined.

Before a newly recruited man is trained, he should be welcomed as a new member of the organization. The first hours in a new organization are long remembered by most people. Initial impressions and information count heavily in later attitudes toward the organization. Proper induction is therefore an integral part of the training process. The early attainment of a feeling of belonging on the part of the new recruit is necessary if full benefit by specific training is to be derived.

A friendly welcome to the organization is not the only purpose of good induction. An equally important objective is to give the new man accurate and useful information about the unit and the personnel policies that will affect him.

Experience with well planned induction programs in industry is so favorable in terms of subsequent employee satisfaction and performance, that no organization can af-

ford to neglect this procedure. A good induction program should include the following:

1. Introductory information given informally or in group sessions by a personnel staff member.
2. Further information given by the new recruit's immediate superior about unit facilities and requirements.
3. A follow-up interview a few weeks after the recruit has been in training, to answer questions that the new recruit may have and to repeat some of the earlier information for emphasis.

An extensive field survey of induction programs[1] indicates that the information provided should include:

1. Introductory information given by a staff representative concerning:
   (a) The organization - its history, development, organization, management, objectives and form.
   (b) Personnel policies - what the recruit can expect and what the organization expects of him.
   (c) Terms of enlistment, general disciplinary rules and procedures.
   (d) Activities and services, benefits, activities and opportunities.
   (e) Facilities.

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[1] Yeoman, George F., "The Induction of New Factory Employees," Personnel, Vol. 19, pp. 390-398, 1942.

(f) The training - types, hours, pay and opportunities for advancement.

The above information might be included in an attractively prepared and interestingly written recruit handbook, given to every new recruit. The oral presentation can then be based on this handbook which the recruit can read later.

2. Information given by his immediate superior should include:

   (a) Introduction to the petty officers under whom the recruit will receive training.

   (b) Division rules and regulations.

   (c) Tour of the division to show facilities such as washrooms, lockers, drinking fountains and bulletin boards.

   (d) Introduction to shipmates and possibly the assignment of a sponsor.

3. Follow-up interview - conducted several weeks later to:

   (a) Answer any questions that the new recruit may have about his relationship to the organization its policies and procedures.

   (b) Repeat some of the earlier information about policies and disciplinary rules.

   (c) Check on recruit's interests.

   (d) Conduct the recruit on a tour so that he may

understand better his relationship in the whole organization.

(e) Check on success of initial placement and subsequent training with a view towards improvement.

To sum up, the whole induction program should be directed toward giving the new recruit a sense of "belonging" to the organization. Much of the success of subsequent training and performance depends on good induction, and failure is measured in dissatisfaction, poor training and a large turnover.

While certain procedures in the reserve program indicate an awareness of the need for an individual slant during induction, they do not appear to be accomplishing their objective. Possibly the reason for the failure is lack of emphasis on the procedures, but it may also be the lack of indoctrination of naval officers including reserve officers in the personnel slant approach. Improvement in this direction offers one of the most promising opportunities to increasing the effectiveness of the entire Naval Reserve training program.

RECORDS

The principal personnel file record consists of the Personnel Accounting Data Cards (NavPers 500) and Muster and Data Cards (NavPers 564). These cards are usually filed in a Kardex file with the Muster and Data cards super-

imposed on the Personnel Accounting card. The cards provide a compact and complete personnel record, and a source for most reports and service record entries.

The service record, Form NavPers 601, consists of a binder cover containing loose leaf pages as follows:

(a) Pages 1-2 contain personnel data and abstract of shipping articles.

(b) Pages 3-4 contain identification record and description list.

(c) Pages 4A-4B contain classification and qualification data.

(d) Pages 7-8 are the beneficiary slips.

(e) Pages 8A-8B contain drill attendance and group training duty information.

(f) Pages 9-10 contain miscellaneous information relating to cash clothing allowances, transfers, advancement or change in rates, special qualifications, Navy job code numbers, enlistment and discharge dates.

These service records are usually kept in a file cabinet in the division personnel office. All drill and training entries are brought up to date at the end of each quarter. All other entries should be made when occurring.

Health records are made out for each member of the command by unit commanders and placed in the custody of a representative of the medical department.

A standard form is provided for recording each individual's progress in training.

The records provided for the personnel function appear to be comprehensive and complete. In actual practice the requirements for keeping up records are sometimes not followed. In one instance it was found simpler to keep the attendance record on a rough copy of the pay roll, thereby cutting down somewhat the work involved. The payroll does in fact duplicate the attendance record, as it requires an entry opposite each name under the date of every drill attended, as well as the total amount of pay due. Despite the additional work involved, it appears important that each individual's muster record should be kept up to date.

The training progress records have been found inadequate in some respects. In some instances training officers have devised forms which they deem more effective. Apparently the blocks provided on the individual record form issued are insufficient in number to cover the total number of drills required in the recruit training program. These records appear to be neglected in some instances.

The greatest need in the line of records is a large visible display of each man's attendance and progress which would, at one and the same time, keep the man informed as to how he stands in relation to his group, and possibly inspire him to better attendance.

DISCIPLINE

Discipline is a relatively minor problem of morale in the Naval Reserve. Naval reservists are under naval jurisdiction, unless recalled to active duty, for only the period of weekly drills and summer training duty. This situation gives rise to but few disciplinary offenses. An additional factor militating against disciplinary violations is the voluntary status of the reservists. The removal of a sense of external coercion encourages cooperation. A dissatisfied individual can cease attending drills and will simply be dropped.

Although naval reservists, when under naval jurisdiction in a duty status, are subject to the Articles for the Government of the Navy in the same manner as are personnel of the Regular Navy, it is a matter of practical policy not to carry out the normal procedure except when the offense is of such major character as to warrant trial by General Court Martial. For minor fractions the offender is usually given a verbal reprimand. In the case of habitual offenders, the commanding officer may recommend to the Chief of Naval Personnel an undesirable discharge, by reason of unsuitability. When this procedure is followed, the individual concerned is afforded an opportunity to submit a statement in connection therewith, prior to discharge.

COMMUNICATIONS

In a military organization adequate and well-ad-

ministered channels of interior communications have always been recognized as essential to successful operation. In considering communications, however, the general conception has been to regard communications channels as existing solely for the transmission of orders. What is overlooked is that in a military organization the report from the lower echelon is an essential component of military communications. Otherwise the communications are flowing down a one-way street and the leader operates in a vacuum. It is this return flow of communications which needs to be especially considered.

Several obstacles to good interior communications exist in the Naval Reserve which are not peculiar to the Regular Navy. One of these obstacles is the short weekly drill period when communications can be received. In addition to the necessity for adequately disseminating information at this time, it is often necessary to repeat information which may have been forgotten during the week when the reservist has been occupied with non naval matters. A second inherent difficulty is due to the fact that the Naval Reserve is predominately engaged in instruction rather than in shipboard operation, as is the case in the Regular Navy. As a result, communications from the top down are stressed. There are myriad instructions and directives to be disseminated to the lower echelons. There are relatively few attempts made to determine the full effect and

extent of acceptance by the lowest levels of these various directives and instructions. Consequently many programs have a trial and error character, according to the current thinking at the top or in accordance with a traditional pattern. These programs do not necessarily reflect the potentialities or possibilities of those on the receiving end.

The organization of the Naval Reserve into brigades and divisions forms the framework for good lines of communications down. Military muster at quarters provides an efficacious means of transmitting brief and general information. The practice of concentrating ratings in a particular division permits divisions to remain intact for classroom instruction and thereby facilitates communication control. If there is a considerable degree of absenteeism, or if the division is not well administered, communication will correspondingly suffer.

The channels of communication provided by the military organization framework is supplemented by a plan of the day which publishes the schedule of instruction, watch list, and various timely information. Bulletin boards carry information of a more permanent application. Magazines and pamphlets are also issued by the Navy Department and by the Naval District, and Naval Reserve information of a national character are covered. These communication media serve their purpose very well. In general it can be

said that channels for disseminating information in the Naval Reserve from positions of authority are adequate and appropriate to the needs.

A discussion of all phases of communications would not be complete without some mention of the adverse effect of the military stereotype on the full exchange and transmission of information within the Naval Reserve. The stereotype varies with the individual's conception of his role, but in its most pronounced forms it is characterized by various combinations of aloofness, air of superiority, dictatorial mannerisms, social consciousness, artificialities, talking "down" to juniors, etc. Officers assuming stereotype roles are prone to form social cliques which further tend to isolate them from understanding contacts with the whole of their organizational group. Their rank-conscious attitude makes the practice of good human relations difficult. They have a tendency to cloak the functions of the Navy in an aura of mystery and blindly follow what is believed to be Navy doctrine, thereby helping to perpetuate some inefficient procedures. Their attitude is inconsistent with acquiring a true insight into the motivation of their men. Thus their potential effectiveness is restricted. When the senior officers of a unit form a social clique, motivated in part by the factor of prestige, an example is given to lower ranks or ratings to form similar cliques. These lower ranking cliques usually have a less

well knit and well defined organization than the higher rank groups.

It is not possible, nor necessarily desirable, to prevent the formation of cliques in any organization. There are natural human gravitations in all social interactions. Emphasis is made herein on the adverse effects of social caste cliques which militate unduly against the free exchange of information and good morale for the whole organization. It is incongruous in a time of emphasis on developing democratic processes to expect naval recruits to freely accept for a few hours each week the artificial position of inferiority imposed by the military stereotype conception discussed above.

ABSENTEEISM

Absenteeism, with the attendant result of personnel turnover, is a significant indicator of the success of a Naval Reserve Unit to deliver what the naval recruit has been sold. It measures the leadership and administrative effectiveness of the unit in an objective, practical manner. The rate of turnover bears a direct relation to morale, and it serves as an impeachable criterion as to whether the naval reserve unit is accomplishing its primary training purpose. Unless supported by artificial means, an organization is supported by the willingness of its members to carry out its mission. If the members will not remain in the organization its mission cannot be satisfactorily accom-

plished. The motivation of support must lie at the base of the organization pyramid since it is enlisted men's training which is the primary reason for the organization's existence.

The rate of turnover or absenteeism varies greatly among reserve units. In some units the turnover is so high that additional recruitment serves mainly to keep the organization going. In other words recruitment serves the means as the end, since the unit is meant to train its members and not to acquire members in order to perpetuate itself. In other units a high degree of permanency exists which reflects the enthusiasm and interest of the personnel in their units. The rate of turnover should be included in the required reports from each unit as a criterion of the unit's efficiency.

Three notifications are usually sent by the unit to the absentee before his name is dropped from the rolls. After three or four absentees, some units mail a postcard to the absentee informing him of his absence and of the consequences. A post card also functions as a means of informing parents of a minor that he did not attend the drill. This serves to bring parental pressure to bear on the son who may have ostentatiously left home to attend the drill but diverted himself to other activities.

In the event the absence is continued, several additional warnings are sent, and finally a directive to re-

turn the government owned clothing which had been issued. If the letter is returned to the unit by the post office, it is considered that the reservist has moved to another area.

As indicated above, capable supervision is a requisite to good organization morale. The effects of good supervision will be obtained from well-trained and able instructors. Despite many other inducements to belong to the Naval Reserve, in the first analysis the greatest motivation of trainees to remain in the unit will come from interesting and well planned instruction. These classes will permit maximum participation of all members. The class members should be conscious of a feeling of accomplishment in carrying out the unit's mission and in observing their own development.

Formal military inspections of a naval reserve unit perform a psychological function and have an effect upon morale. A military inspection does not necessarily determine either the efficiency of the unit nor its effectiveness in carrying out its assigned mission of training. This can only be reliably determined by informal observation of classroom instructions and by inspection of training records to measure progress and attendance.

INCENTIVES

A naval reserve unit provides a vehicle for social interactions which is rivalled by few other organizations.

For the young recruit who has outgrown adolescent clubs, it is a means to satisfy a more mature ambition to participate in an organization with national prestige and which is associated with virile adventure. Such a setting is well adapted for young men who are undergoing common experiences, to form enduring bonds of friendship and loyalties to their shipmates, and to the ideal of service to their country. For Navy veterans, the weekly drill periods are an opportunity for continued contact with the Navy and liaison with other naval veterans who share common experiences and interests.

Training cruises offer an opportunity for recreation and adventure not ordinarily available in civilian life. The sense of undergoing worthwhile training and of participation in a seagoing adventure add to the attractiveness of the recreational aspects.

The competition which is traditional among naval units provides an individual the opportunity to strive for personal excellence, and to a larger degree to strive for group superiority. He is thus enabled to take pride in his outfit and to identify himself with its traditions and reputation.

The wearing of a uniform is a matter of personal satisfaction and pride to many young men. A uniform is a distinguishing mark of their status, and it displays all promotions and military achievements. It furthers group

spirit and group identification.

Remuneration of an entire day's military pay for a two-hour drill period, together with recently enacted retirement benefits, are substantial financial incentives. While retirement benefits are too distant to be seriously considered by young recruits, the drill pay is sufficient to cover expenses and provide some spending money.

The desire for self improvement is deeply rooted in most individuals. The Reserve training program teaches a wide variety of knowledge and skills and the trainee can measure his rate of progress as his skill and knowledge grow. His proficiency is eventually rewarded by promotion which carries with it added prestige, authority and pay.

CHAPTER V

CURRICULA

Purpose and scope.--The curricula for the Organized Naval Reserve Training Program are written and published by the Training Section of the Bureau of Naval Personnel. The curricula are designed to provide adequate training so that each trainee can qualify for the rating which he is understudying. Each unit of the Naval Reserve must use the curricula provided so as to standardize training throughout the Naval Reserve. Furthermore, the standards for the curricula are identical with those used by the regular Navy.

The accompanying illustration (Figure 4) shows the extent and scope of the curricula now provided to the Naval Reserve.

There are two requirements in the construction of these curricula: first, that they provide for basic instruction needed in order to meet the requirements for advancement in rating; and second, that they conform to the existing system of the U.S. Navy technical schools.

The requirements for advancement in each rate are laid down in The Manual of Qualifications for Advancement in Rating.[1] This manual prescribes the specific technical

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[1] The Manual of Qualifications for Advancement in Rating, Navy Department, Washington, D.C.: Government Printing Office, 1948.

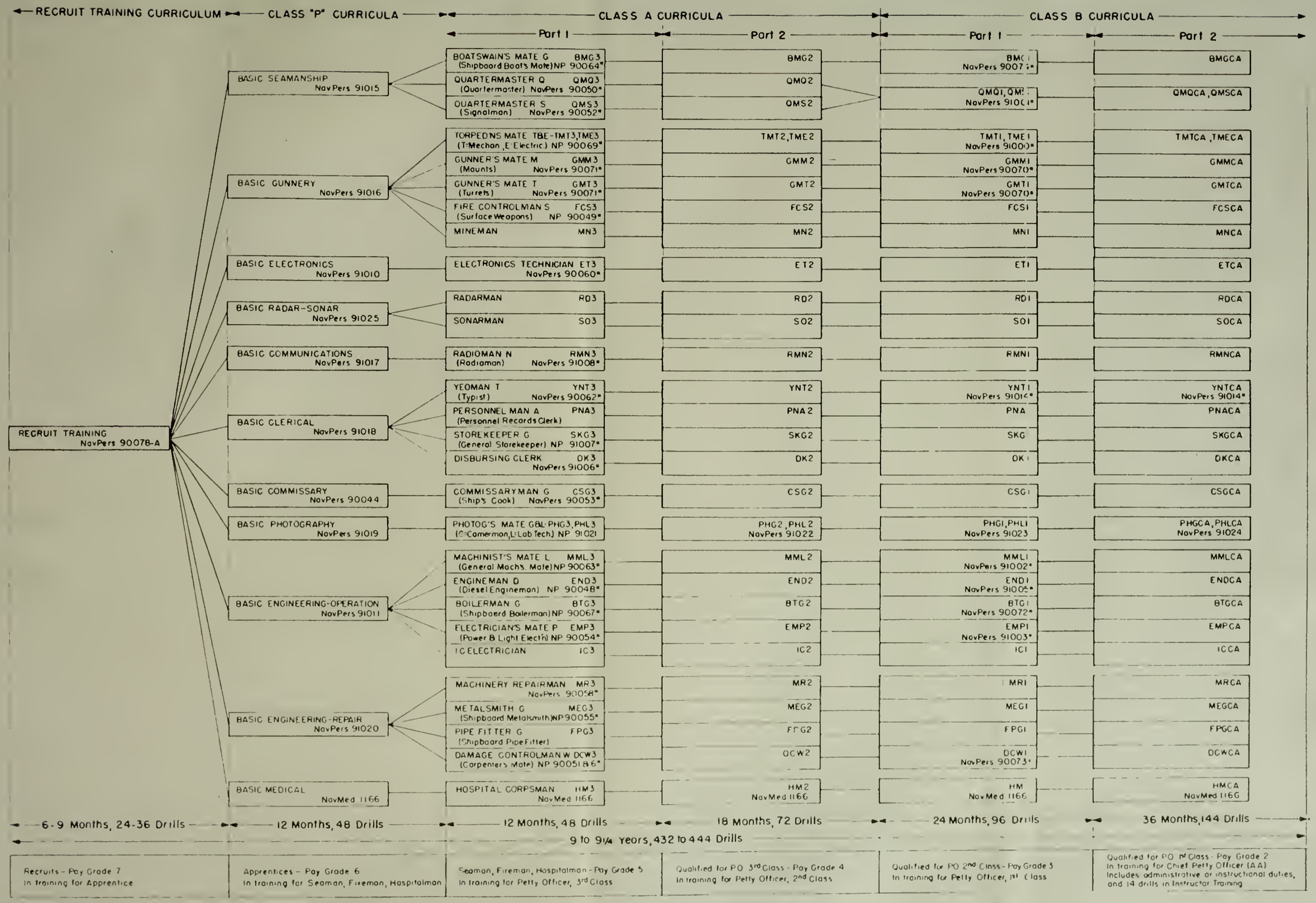

FIGURE 4.

OUTLINE OF NAVAL RESERVE CURRICULA

requirements for each particular rate and the general military requirements for all rates.[a] These military and technical requirements are further divided into "practical factors" and "examination subjects." (See Figure 5 and Figure 6 for sample requirements.) Where feasible the candidate is required to demonstrate his skill in each "practical factor" rather than to pass a paper-and-pencil test about that skill. In addition to knowing the requirements for his own particular rate, each man must know the requirements for all rates through which he has passed. In many cases, the manual lists the same requirement for more than one rate. It is assumed in this case that the candidate for advancement know more and more detailed information about that particular subject, information which he was required to know in only a general way at the lower rate.

NAVY TECHNICAL SCHOOLS

These schools are essentially a system of progressive technical schools. They are:

1) Recruit training schools
2) Class "P" schools
3) Class "A" schools
4) Class "B" schools
5) Class "C" schools

Recruit training schools.--These schools are designated as the primary or basic training for all men entering the U.S.

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[a]Rate is the Navy term equivalent to pay grades in the civil service.

PRACTICAL FACTORS	Applicable Rates**
Training	
Instruct personnel, using on-the-job training methods	3,2,1,C
Prepare for and conduct group instruction, adapting and using available lesson plans, training aids, or equipment	2,1,C
Plan and conduct drill, using equipment relating to own rating	2,1,C
Prepare written outlines for own use: INFORMATION SHEETS JOB SHEETS LESSON PLANS	1,C
Measure trainees' progress and proficiency by means of performance tests, written tests, oral questions, of own composition.	C
Prepare a list of knowledges and skills required by personnel in own rating.	C
EXAMINATION SUBJECTS	
Training and Selection	
The nature, proper use, and the advantages and disadvantages of the lecture, discussion, and demonstration methods of instruction.	3,2,1,C
The importance of proper surroundings in training such as comfort, lighting, ventilation, and quietness. Employing the five senses. Creating and maintaining interest during instruction. Necessity of tying in information with previous experience of students. Use of training aids, such as motion pictures, strip films, charts, and models. Training aids available on own ship or station for own rating. Importance of keeping each man actively engaged during training.	2,1,C
Basic principles of selecting personnel for jobs. Uses of Qualification Record Sheet.	

FIGURE 5.

MILITARY REQUIREMENTS FOR ALL MEN IN THE NAVY*
(Extracts)

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*From The Manual of Qualifications for Advancement in Rating.

**Numbers in column refer to 3rd class, 2nd class, and 1st class petty officers. "C" stands for Chief Petty Officer.

PRACTICAL FACTORS	Applicable Ratings		
	MML**	MMR**	MMG**
Blueprints			
Read simple blueprints and sketches	3	3	3
Read and work from blueprints and sketches	2,1,C	2,1,C	2,1,C
Sketch machinery parts	1,C	1,C	1,C
Tools			
Use hand tools commonly employed in repairing machinery	3,2,1,C	3,2,1,C	3,2,1,C
Use hand tools commonly employed in gas generating plant.			3,2,1,C
Use hand tools employed in repair and overhaul of refrigeration and air-conditioning equipment.		3,2,1,C	
Perform simple operations on a lathe, drill press, and bench grinder.	1,C	1,C	1,C
EXAMINATION SUBJECTS			
Piping Systems			
Sketch arrangement of major steam piping systems.	2,1,C	C	C
Sketch arrangements of basic refrigeration and air-conditioning piping systems		2,1,C	
Auxiliaries			
Names, locations, functions, and construction of auxiliary machinery, such as evaporators, pumps, condensers, and winches. Principles governing their operation (starting, warming up, and securing).	3,2,1,C	2,1,C	1,C

FIGURE 6.

QUALIFICATIONS FOR ADVANCEMENT IN RATING (Extracts)
Machinist's Mates*

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*From The Manual of Qualifications for Advancement in Rating.

** MML refers to General Machinist's Mate, MMG refers to Industrial Gas Generating Machinist's Mate, and MMR refers to Refrigeration Machinist's Mate.

Navy. Here, in about thirteen weeks, the recruit is given a general idea of what the Navy is about, and specific knowledge designed to help him adjust to life aboard ship.

Class "P" training schools.--This type of training was carried out only during the war in the regular Navy. Especially selected men were put through basic courses to teach them general skills in some group of related specialties, as for example, engineering specialties, or clerical specialties. The length of these courses varied. From class "P" training the enlisted man generally went to class "A" training, particularly when the need was great for school graduates. These schools were disbanded because it was thought better to give this type of training on board ship on the job.

Class "A" training schools.--Class "A" schools are intended to train specialists at an elementary level. A class "A" yeoman school, for example, attempts to give the trainee the typing and filing skills needed to be immediately useful in an office on board ship.

Class "B" training schools.--These are upper level technical schools. They are a continuation of the class "A" schools at a more technical level, usually associated with the duties of some particular specialty, such as Boilerman or Fire Controlman.

Class "C" training schools.--These are also advanced technical schools, but differ from the class "B" schools in

that they are more general in nature. The schools for Deep Sea Divers and for Motion Picture Operators are not restricted to any particular specialty.

Requirements for entrance to technical schools.--The requirements for entrance to these various schools are varied. The lowest rate, or Pay Grade 7, (see Figure 7) go to the recruit training school as a matter of routine. The next

Pay Grade	Rating
7	Seaman Recruit Fireman Recruit Airman Recruit etc.
6	Seaman Apprentice Fireman Apprentice Airman Apprentice etc.
5	Seaman Fireman Airman etc.
4	Petty Officer Third Class (all specialties)
3	Petty Officer Second Class
2	Petty Officer First Class
1	Chief Petty Officer

FIGURE 7.

U.S. NAVY PAY GRADE SYSTEM

rate, Pay Grade 6, was generally found in Class "P" schools. The next two rates, Pay Grades 5 and 4, are sent to class "A" schools, while only the upper rates, or Pay Grades 3 and 2, are sent to class "B" schools. Class "C" schools are usually not restricted to any particular Pay Grade. There are many specialties in the Navy where satisfactory completion of the class "A" or "B" course is a requirement somewhere along the line for advancement in rating.

This may be summarized in the following manner:

Type:	For:	Pay Grades:
a) Recruit training	Recruits	7
b) Class "P" training	Apprentices	6
c) Class "A" training	Seamen and PO3[a]	5 & 4
d) Class "B" training	PO2 and PO1[b]	3 & 2

ADEQUACY OF CURRICULA IN GENERAL

The chief difficulty with determining the adequacy of curricula in the Naval Reserve is the fact that no particular curriculum has been in use for a period of time sufficient to give a reliable evaluation. This has been due mainly to a lag in writing up the curricula to correspond to the Manual of Qualifications for Advancement in Rating in effect since April, 1948. The present schedule calls for completion of all the basic curricula by the middle of 1950.

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[a] PO3 stands for Petty Officer Third Class.

[b] PO2 and PO1 stand for Petty Officer Second Class and Petty Officer First Class, respectively.

or for making up previously missed instruction periods.

Another example of the lack of flexibility in curriculum is that many of them have been written designating, or at least suggesting, what lessons should be given during the first and second instruction periods on any particular drill night. It would be better to leave this detail to the individual unit using the curricula. This distribution of lessons should be predicated upon the most efficient use of space, materials, and instructors. Where a panel of instructors is to be used, different instructors during the two instruction periods makes it easier for them to prepare for the lesson, and in addition, provides variety to the trainees.

NAVAL RESERVE RECRUIT TRAINING CURRICULUM

Purpose and scope.--This is primarily a basic indoctrination course. It parallels roughly the Recruit Training given to men in the regular Navy. The objectives of this course are:

> 1. To develop in the recruit sufficient understanding and appreciation of Navy life that he will be ready for more advanced training.
> 2. To indoctrinate the recruits sufficiently about life aboard the naval ships to enable him to make an annual cruise in which he will fit into his duties and training aboard the ship with the maximum ease despite his inexperience.[2]

It is intended that the newly inducted man spend from six

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[2] Curriculum for Naval Reserve Recruit Training. Washington, D.C.: Navy Department, April 1947, p. 4.

to nine months as recruits. (See Figure 4.) The curriculum is the same for all men entering the Naval Reserve from civil life. Those who enter from the Navy are not required to take this training again as it would duplicate their previous recruit training. The course is laid out to be covered in thirty-two drill nights.

Adequacy of the recruit curriculum.--Recruit curriculum is adequate in that it covers all the topics that recruits should know in a general way before being advanced to one of the apprentice ratings, Pay Grade 6. However, the present emphasis on classroom instruction is unrealistic. Enlisted men at this level learn most easily by doing. For instance, a man can verbalize perfectly what he is supposed to do at fire drill, but what will he do when the alarm rings for the first time? Or, it is possible to describe on paper just exactly what the correct procedure is for feathering an oar, or how to tie a knot, but doing it is a different process entirely. Classroom instruction should be limited as much as possible to general orientation lessons. The curriculum should provide for on-the-job training for the maximum amount of the subject matter. This could be done by allowing drill credits for week-end cruises, not only as equivalent instruction for drills missed, but as part of the regular course.

The curriculum lists both assignments for the next lessons and references for the recruit to look up in the

material supplied him. Because it is impossible to cover all the material in the various topics in the time alloted during the drill period, these additional outside reading assignments are very important. The recruit should be encouraged to make full use of outside study. A more complete job of training can be done if the recruit has done some preliminary reading on his own.

Some of the topics contained in the recruit curriculum are more useful to the recruit prior to embarking on his first annual cruise than are others. Priority should be given to such topics as "Shipboard Safety Precautions" and "Personal Hygiene" taught in the tenth week, "Marlinspike Seamanship" taught in the twenty-third week or to "Naval Discipline" taught in the third, fourteenth, and sixteenth weeks. Others of a more general nature, while important to the over-all indoctrination of the recruit to the Naval service, can well be deferred until after the cruise. Therefore, some system of priority should be assigned to these topics required for the cruise so as to insure the maximum amount of preparation to obtain the maximum benefit and training.

NAVAL RESERVE CLASS "P" CURRICULA

Purpose and scope.--The mission of class "P" curricula is to assist in the preparation of the apprentice to select a group of ratings which he wishes to enter. Upon completion of his recruit training, provided he has fulfilled

certain other requirements he is advanced to an Apprentice rating (Pay Grade 6). By this time he has selected the group of ratings in which he is interested. He can select one of the following courses, provided there are vacancies in the reserve unit in which he is enrolled:

1) Basic Seamanship
2) Basic Gunnery
3) Basic Electronics
4) Basic Radar-sonar
5) Basic Communications
6) Basic Clerical
7) Basic Commissary
8) Basic Photography
9) Basic Engineering-operation
10) Basic Engineering-repair
11) Basic Medical

Each of these basic courses leads to a definite group of specialties in the higher pay grades (see Figure 4). For instance, Basic Gunnery leads to the ratings of Torpedoman's Mate, Gunner's Mate, Fire Controlman, and Minemen. As yet the candidate is not required to select which of these specialties he will go into. Each curriculum is designed to prepare the apprentice to pass his examination for advancement to the next pay grade. At present class "F" curricula cover a period of twelve months, or forty-eight drills.

Adequacy.--The requirements for advancement as specified in The Manual of Qualifications For Advancement in Rating are very specific. As explained above, these include practical factors and examination subjects to meet both professional and military requirements. These requirements should be

specifically stated at the beginning of each curriculum, and should be referred to in explaining the purpose of each lesson. In this way, both the instructor and the trainee would become acquainted with the requirements. The instruction could then be pointed toward assisting the trainee to meet the requirements. Particular attention should be given to the "practical factors," as these requirements can be met at any time when the opportunity to demonstrate the particular skill presents itself.

NAVAL RESERVE CLASS "A" CURRICULA

Purpose and scope.--The apprentice, having completed his class "P" training and his examination for advancement to Pay Grade 5, is now eligible for class "A" training. There are over 150 different specialties in the Naval Reserve, many of them highly technical. Figure 4 shows only those for which curricula have been written. Each curriculum covers a period of two and one-half years, or 120 drills. As this period covers both Pay Grades 5 and 4, the curricula have been divided into two parts of one year and one and one-half years, respectively for the two Pay Grades.

It is not possible to lift the curricula used in the class "A" schools of the regular Navy and apply them to the Naval Reserve. For one thing the schools do not have to meet the very artificial situation of having only two hours of instruction per week. For another, attendance at class "A" schools is not a requirement for advance-

ment in most of the specialties in the Navy, most men being trained aboard ship, or if ashore, at least on the job.

Adequacy.--All class "A" curricula are in the process of preparation or revision. Those now in existence are obsolete, being based upon requirements for advancement in rating which were superseded in April, 1948.

There is some doubt in the minds of many officers connected with the reserve training program as to the feasibility of training many of the technical ratings in the short drill periods now required by law. This is particularly true of ratings such as Radarman, Electronics Materialman, Electrician's Mate, and several others of a technical nature. The Navy schools for these rates run as long as twenty weeks, with a few lasting as long as forty weeks. It would be impossible to give the same amount of training in the Reserve with only two hours of instruction per week. If the Navy school covered only five hours of instruction five days a week, there would be as much actual class time in four weeks as could be accomplished in the Reserve in one year. Even then, training in the Reserve would be "equivalent" to Navy school training only under the most favorable conditions.

There are other ratings for which the class time might be adequate but for which two hours is not sufficiently long to enable the accomplishment of a completed project. This is the case with cooks and bakers, for ex-

ample, who could not possibly prepare a meal or complete a batch of bread in two hours. Many reserve units are circumventing this inconvenience by meeting four hours a night twice a month, in spite of regulations to the contrary.

NAVAL RESERVE CLASS "B" CURRICULA

Purpose and scope.--These curricula are for men of the third and second Pay Grades, that is for petty officers second and first class. They are but a continuation of the specialized curricula of the class "A" training. They cover 240 drill nights, or a period of approximately five years. The first two years of the curricula is devoted to preparation for advancement to petty officer second class (Pay Grade 3) and the last three years to advancement to petty officer first class (Pay Grade 2).

Adequacy.--As with the class "A" curricula, there are now no up to date class "B" curricula available. As there was no class "B" training in progress in the reserve units visited, no opportunity was presented to determine the adequacy of the curricula used.

NAVAL RESERVE INSTRUCTOR TRAINING CURRICULUM

Purpose and Scope.--The objectives of this course as stated in the curriculum[3] are as follows:

> 1. To give student instructors a background of understanding of the basic principles of learning and teaching.
> 2. To develop attitudes and appreciations that

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[3] Curriculum for Naval Reserve Training, Instructor Training, Washington, D.C.: Navy Department, June 1946, pp.6.

will guide the instructor in his work and give him a feeling of pride in being an instructor in the Naval Reserve Training program.

3. To develop a measure of skill in using good techniques of instructions.

There are twenty-eight sessions scheduled, enabling the course to be completed in fourteen weeks, or a little over three months. The first six weeks of the course are devoted to the principles and techniques of teaching and learning. The next two weeks are devoted to practical demonstrations in the instructor training class. The last six weeks allows the students to actually teach classes under supervision.

Adequacy.--The present curriculum is a bare outline. While many Naval Reserve units have a trained educator on their rolls, many of them do not. The outline as presented would be very hard for anyone not already familiar with teaching theory and practice to administer. For example, Session 5, The Learning Process, has as point number one, "The laws of learning," without any further explanation of what the laws are.

The curriculum has also become out of date, in that many new aids to teachers have become available, such as movies and manuals. The Shipboard Training Manual[4] is quite useful to the new teacher.

It is believed that the best way to secure uni-

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[4] The Shipboard Training Manual, Washington, D.C.: Navy Department, March 1943, pp. 112.

form teaching methods would be to send instructors to the regular Instructor Training Schools established for the regular Navy. This could be done on orders during the active duty period required of each officer in the Naval Reserve.

CHAPTER VI

INSTRUCTION

The primary function of the Naval Reserve Program is training. Accomplishment of this purpose must, of necessity, be almost wholly by means of instruction. The effectiveness of the instructors will, therefore, determine the effectiveness of the entire program. Here, then, is a subject of utmost importance.

The Inspector-Instructor will, in the course of his duties, have occasion to judge the efficiency of the training as a whole and the competency of individual instructors. In this capacity it is imperative that he know the problems, aims, and techniques of the instructors. It is highly desirable that he take the course in instructor training. In order that there be no command relationship while he is under instruction and that he not be distracted by official duties during the period, he should be ordered to attend a regular instructor training course before assuming his duty as Inspector-Instructor. Since the duties of the Officer-in-charge of the Armory and his staff or armory keepers place them in even closer contact with Training Officers and Instructors, it is even more imperative that they should have specific training as instructors.

much friction would be eliminated if they knew the reasons back of the requests for materials and services. They should take the course prior to their assuming duty with the Reserve Organization. In addition to the direct advantages enumerated, the official recognition of the importance of this phase of their duties will have a beneficial effect.

INSTRUCTORS

The job of the instructor is to teach. Broadly speaking, teaching involves three processes: motivating, directing, and measuring learning. The accomplishment of these processes is a specialty requiring definite traits, interests, and abilities which are to be found only in a very small proportion of the general population of navy personnel. At the outset, therefore, good instruction will depend upon an effective method of selecting instructors.

Selection.--The instructor must bring to bear on the learning situation a wider range of experience and knowledge than that possessed by the learner. If the instructor is lacking in this respect, he will be unable to stimulate his class to desire to undergo the learning experience. Neither will he be able to fulfill adequately the requirement of direction, which involves, among other things, planning the entire course, planning and scheduling units and lessons within the course, and selecting, or helping the student to select, appropriate learning activities.

A combination of formal education and practical experience is the most desirable background. Operating experience is virtually essential in courses involving the use of complex tools and equipment.

The instructor must have more than knowledge of the subject matter; he must know how to teach. Learning to teach through experience is a long process and a hard one on the trainees. Poor habits may be formed and improper techniques may be developed. Properly directing learning involves using the best methods and techniques of teaching; measuring learning means not only apprising the trainee of his progress towards a goal, but also accurately determinating the effectiveness of instructional techniques. These are not skills which one acquires without specific study.

The instructor should possess certain personal qualities. An instructor is, of course, an individual and, therefore, beyond specific categorization. There are, however, certain qualities which are of particular value, and these will be mentioned. First, he should have a deep seated belief in the Navy and in the value of the Reserve program which he teaches. His actions, conduct, and manner of speech must reflect this attitude. Second, he must have a genuine desire to transmit his knowledge to the members of his class. Third, he must like and respect the men whom he instructs. He must be interested in improving their ability. Fourth, he must be a man to whom the trainees

can look as a leader. His personal appearance and habits must be exemplary; he must be conscientious in his attendance; he must be sensitive to the needs of the students; he must be able to express himself well; and he must be in good mental and physical health.

These are the attributes upon which the selection of instructors should be based. The billet of an instructor must be distinguished from professional naval duties. There is no assurance that excellence in teaching will be found most frequently among those rated highest in performance of other duties. Rank or rating is of little importance, and selection must be from the best qualified officers and petty officers as determined by criteria measuring knowledge of the subject to be taught and ability to teach.

The technique of selection must be molded to meet the requirements of the division involved. Nothing can substitute for intimate, personal knowledge of qualifications. Lacking this, the interview is probably the most effective device available to division commands for initial selection. If used, it should be well planned in advance, though not stereotyped, to determine the attributes set forth above.

Training.--The importance of instructors knowing how to instruct has been emphasized under "Selection," but rarely will selection alone fulfill this qualification, for the

number of necessary instructors will exceed the professionally trained teachers in the division. Therefore, to compensate for this deficiency, those personnel otherwise best qualified must be given a well planned, concentrated instructor training course.

Such a course can be given during drill nights but the shortage of time and the lack of concentration will make it, at best, barely adequate. The Regular Navy provides courses for its members who are about to become instructors. Reserve instructors should be encouraged to attend one of these courses during their regular periods of active duty in lieu of an annual cruise. Since such attendance will, in many cases, conflict with the training of enlisted men in their own rates and with their own desires, the Navy Department should issue instructions whereby the Instructor Training Course may be attended in addition to an annual cruise, full active duty benefits to accrue during such attendance.

Since divisions will necessarily have to make use of instructors who have not qualified in the above manner, some local instructor training course is essential. The subject matter of this course has been discussed under "Curricula." It should be given by an experienced, well qualified educator. If one is among the personnel of the division, the task should be assigned to him. If not, arrangements should be made to employ one for the purpose.

It must not be assumed that an instructor training course fulfills the teachers educational requirements. Continued training is mandatory. The conference method technique can be used to advantage. Problems of policy, methodology, and technique can be advantageously discussed by groups of the instructors led by the division training officer who is aware of the problems and can present a planned agenda.

Facilities.--Instructors must have at least two rooms for their use; one for training, the other for class preparation. Both should be equipped with blackboards and sufficient desks and chairs. The room for lesson preparation should be conveniently near the Training Aids Library and should be equipped with files for lesson plans. At least one projection room must be available to the instructors.

Assistance by Armory Keepers.--Armory keepers should assist the instructors by having classrooms ready for instruction. This includes proper lighting, ventilation, and other physical features. In addition they should provide all training aids listed by the instructor on his lesson plan. Armory keepers are responsible for the maintenance of the Training Aids Library. This subject is discussed fully in Chapter III.

PROCEDURE

Rotation of Instructors.--The time involved in teaching encompasses far more than the period of actual instruction.

Time for preparation, planning, evaluation, and for continued training all must be taken into consideration as part of the instruction job. Enlisted instructors must in addition have sufficient time to prepare for normal advancement in their rates. To expect instructors to accomplish all this outside of regular drills periods is wholly unrealistic. It follows, therefore, that time must be found during drill nights. This can be accomplished by having at least three instructors for each section of students, the instructors alternating teaching. The instructors will then be able to devote at least two drill nights out of three to lesson preparation and their own training.

Size of Sections.--The number of trainees per section should never exceed twenty-five. Teaching is more than a matter of discipline, it is an individual experience with each student. It is necessary for the teacher to know each student in a class, his ability, interests, and needs, and to provide learning activities for his development. The motivation necessary in an effective learning situation requires that the teacher bring together the maximum possible inclination and drive possessed by the trainee and the utilization of these inclinations and drive toward the desired learning objectives. This requires a knowledge by the teacher of the individual differences present in the classroom and the ability to get hold of the attention of all present. The knowledge involved and the ability re-

quired to accomplish these ends increase with the size of the class. A section of more than twenty-five presupposes more than can reasonably be expected of Naval Reserve instructors. Moreover, the basic principle of class participation is impossible to observe when larger groups are assigned.

PRINCIPLES OF TEACHING

Although it is impossible to categorically set forth what is involved in good instruction, there are certain general factors known to play an important part in efficient learning.

Learning is Motivated.--One of the most important abilities of the instructor, and often the one that differentiates a good from a routine teacher, is his capacity to stimulate the trainee to work at a high level of performance. To achieve any real progress in less than two hours per week, instructors must be able to inspire within the trainee an interest, a desire to learn, a purpose, and a feeling of need in the Navy. Upon the instructor rests almost complete responsibility in this respect, for to the trainee who spends most of his drill period in the classroom, the instructor represents the Navy. The purpose of the course, the division, the Reserves, the Navy, all should be clear and meaningful to both the trainee and the instructor. Progress must be constantly appraised, and redirected as necessary.

Learning Involves the Trainee.--The best way to learn how

to do something is to do it and do it repeatedly. The role of the instructor is to aid the learner in the selection of appropriate activities, and to guide and evaluate the progress. Armories have been well equipped. In the classrooms, gunners mates should normally be at the gun, the seamen should be handling gear, and the signalmen using the tools of their trade. Too often instruction has been observed to be by lecture alone. In general, those methods employing maximum number of senses will be most effective - training aids involving sight and hearing, equipment and models making use of the sense of touch, technique whereby the student actually does the thing being learned, and methods by which the trainee becomes involved in discussion (participation rather than mere listening).

Learning is functional Understanding.--Logical learning through comprehension and insight is faster and is retained longer than memorization. The trainee needs not only to know "what" and "how" but also the "why." The course must be related to the Navy as a whole, and the necessity for such knowledge in the practical matter of the operation of a ship clearly brought home.

Learning is Affected by the Physical Environment.--Although the classroom is prepared by armory keepers, the instructor is responsible for the adequacy of the classroom, heating, lighting, ventilation, and seating arrangement. If they are detrimental to learning he must alter the con-

ditions or, when they are beyond his control, advise the cognizant superiors.

Learning is Affected by the Social Environment.--The teacher should know his men by name and use the name in addressing them; know their weaknesses; understand their problems; and know how each will respond to censure and to praise. Pleasant emotions can be increased by adequate recognition of achievement, by friendliness, by fair dealing, and by appropriate use of humor.

Learning is Growth-like.--The instructor must use expressions and illustrations that his men can understand. He must be able to speak their language. He must have the slow learner with him and still strive to stimulate the fast learner.

The instructor who is disregarding any one of these principles is not accomplishing all that he might.

METHODS AND TECHNIQUES OF TEACHING

There is no general method which is suitable for all teaching situations. Methods used by teachers must vary according to their personalities and training, the nature of the students, and the nature of the objectives and content of the learning experience. Nevertheless, there are some techniques better suited to the Reserve training program than others.

As has been stated before, the lecture in which the trainees do not participate except by listening is not suit-

as a method of training enlisted Naval Reservists.

Recitation, though recognized from time immemorial as an effective technique, apparently is now seldom used by the Reserves. It should not call for rote memory, but reflective thinking, and as such is acceptable. Since no outside preparation can be required of Naval Reserves, recitation can be used only in review sessions.

Problem solving is readily adaptable to almost all advanced courses. It has the advantage of stimulating actual shipboard conditions and of necessitating creative thinking and formulation of methods of attack. Where time and the situation permits, it is a highly desirable technique. Where service equipment is available, the instructor may introduce derangements to be found and corrected by the student.

Demonstration is a valuable classroom activity. In it the trainees are shown what should be learned from the lesson. Questions and comments should be encouraged during the demonstration. Trainees should be given the opportunity to go through the process after the demonstration.

The workshop procedure is highly effective. Most armories have now been equipped with metal lathes, boiler rooms, and ordnance gear. These facilities should be in constant use, for more can be derived from actual work with this gear than can ever be obtained from discussion.

The advantages are obvious. The student's attention is centered upon a mechanism presenting a real problem instead of looking for a ready made answer in a book; experience is gained with the equipment over which he is seeking mastery; and the use of the equipment requires the insight and type of thinking which is retained.

EVALUATION

Evaluation is the follow-through of teaching. The needs for measurement are many. At different stages during the training, achievement should be measured in order to determine the progress of each learner. Measurement during the course can be used as an effective method of directing and motivating learning. Frequently evaluation before and after the training reveals pertinent information both about the trainee's mastery and the effectiveness of the training methods. Improvement of ineffective methods and correction of incorrect habits of response rest wholly upon measurement. As the trainee reaches levels of proficiency it is necessary to determine his merit for achievement in rate.

Testing is not an easy matter, but involves complex concepts such as validity, criterion, and standard scores. It cannot be hoped that instructors will be highly specialized in these matters. However, so far as tests during the courses are concerned, instructors should be able to devise satisfactory tests and must not overlook the necessity for doing so. Final tests for advancement

in rating should be administered at the battalion level or higher. These tests are not only a measurement of knowledge to determine an applicant's fitness for advancement, but are a unit of the competitive process whereby the ablest are advanced. As such their form and content is not judged solely from an academic standpoint.

It should not be assumed that the questionnaire type of testing is the only form of evaluating trainees. Other important considerations involved cannot be measured quantitatively from formal test scores. These include such factors as attitudes, interest, habits of conduct, and morale (essentially matters of conduct). Each instructor should have the prerogative to deny personnel in his class the opportunity of taking a final test if he considers the trainee deficient in any of these respects. In exercising this prerogative the instructor should feel responsible for knowing the character of each man in the class; and must exercise care that anger, prejudice, or a clash of personalities does not effect his decision.

SUPERVISION

Supervision of instruction in the Naval Reserve should not be an administrative function, nor should it be in the nature of an inspection. Rather it should be a method of improving the teaching through the process of learning; that is, it should be a form of instruction, helping the instructors to improve themselves. Supervisors

should be persons with a broad background in education and with the ability to advise, assist, and stimulate the instructors to greater efforts and growth.

Techniques of Supervision.--Classroom visits are probably most commonly used by the supervisor. The object of his presence should be to appraise the methods of instruction and not to criticize the teacher. Conferences and interviews are used by the supervisor as a means of getting to know the instructors and developing them. Rating scales are now in common use and are of some value in measuring efficiency. Leading a group conference of instructors has already been emphasized as a technique of the supervisor.

Organization for Supervision.--In order to accomplish, within the two hours allowed, the myriad of details which arise in connection with the training program, it is necessary that there be a definite organization. Each member must have definite assignments and all functions must be covered. There is no time for catching up, so no functions can be allowed to fall behind the schedule. Duties must be assigned so that each member can easily accomplish his assignment during each drill period. Each member must have an understudy who knows the assignment and can accomplish it when the principal is absent.

The following organization, shown graphically in Figure 6, is an example of a workable organization chart described below.

The Division Training Officer shall exercise general supervision, and coordinate the Training Department with the other departments of the Division. He shall assume no specific assignment within the Training Department.

The Assistant for Coordination shall:

1. Maintain familiarity with the Training Aids Library, including a knowledge of the contents of the items.

2. Study the syllabi and the catalogs of publications and training aids, and advise the librarians on procurement.

3. Counsel instructors on the availability and selection of training aids.

4. Make the assignments of classrooms, spaces, and training aids for the succeeding drill period.

The Chief Instructor shall:

1. Schedule instructors for the succeeding drill period.

2. Aid instructors in preparing lesson plans.

The proper performance of these duties will require that he know the strong points and interests of each instructor. With this knowledge he will be able to select the most competent teacher for the specific lesson scheduled.

The Assistant for Records shall:

1. Assign incoming trainees to a section.

2. Maintain a progress chart on each trainee.

3. Assign make-up work to trainees who have been absent from previous periods and who request

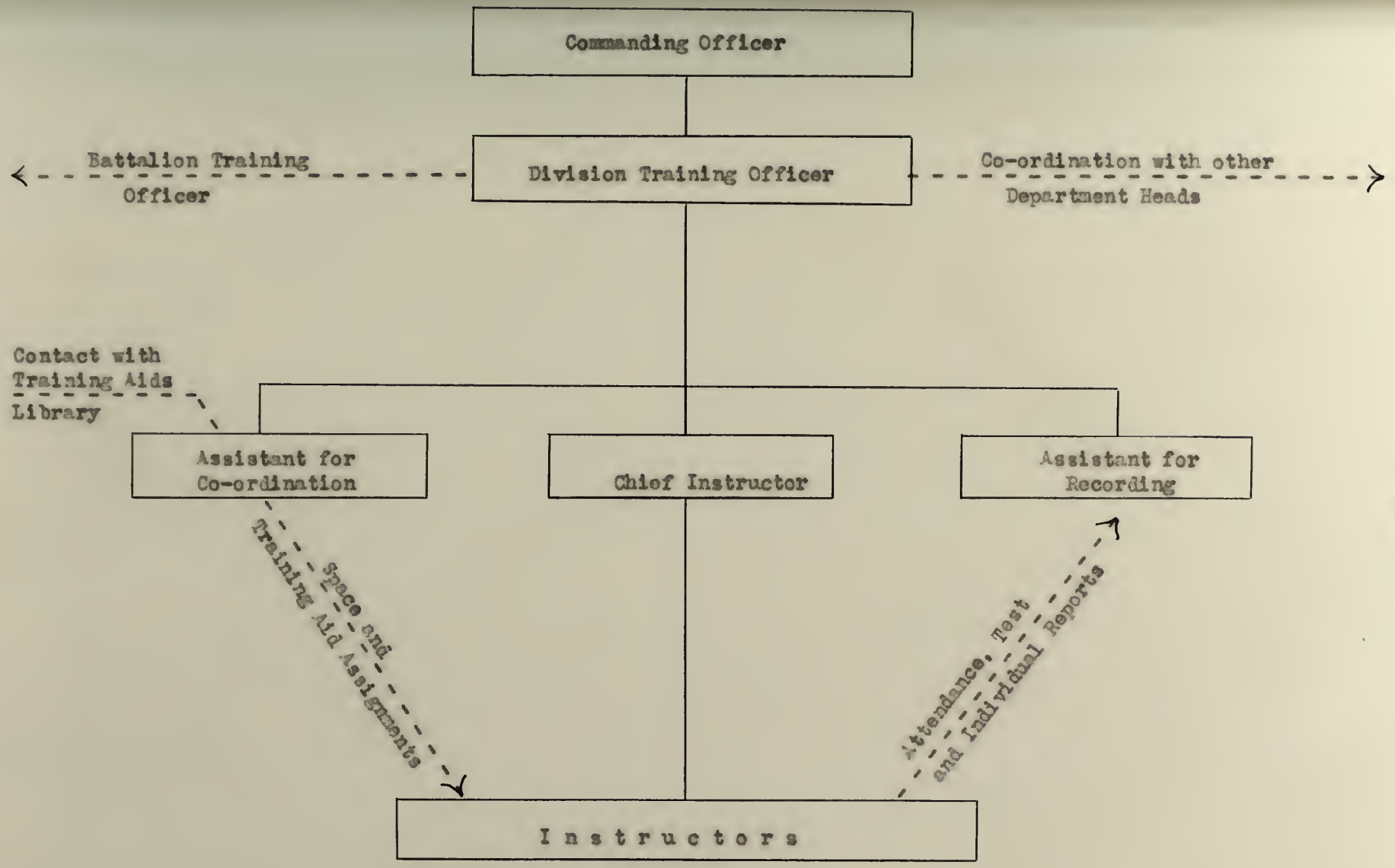

FIGURE 5.

ORGANIZATION CHART OF TRAINING SUPERVISION

to be allowed to make up the work outside of regularly scheduled drill periods.

The Instructor will fulfill the assignments made by the Chief Instructor. Assignments will be one of the following:

1. Teaching a section.
2. Preparing a lesson plan for the succeeding drill period.
3. Study or drill in own rate.
4. Observing the teaching of another instructor.
5. Assisting one of the training officers.

In addition, one instructor will be assigned as permanent counselor to the members of each section. When assigned to teach, the counselor will teach his own section. If possible, the counselor will be a commissioned officer. Instructors will furnish the Assistant for Recording with a report of attendance for each period he teaches, and a report of test results when applicable. Reports on individuals will be furnished when required or when the instructor deems it advisable. On occasions when they act as observers they shall report their observations on the approved form.

SHIP BOARD TRAINING

Due to the complex situations entering into periods of ship board training, this phase is not within the scope of this study. It is important, however, to point out that

the purpose of the surface reserve training is to prepare personnel for manning ships, and the value of the program is to be found in the effectiveness with which the personnel carry out this purpose. It is obvious that the best training will not obviate readjustment in the learned performance after the trainee begins to function aboard ship. He is frequently in need of further supervision and guidance in the process of becoming adjusted. These observations emphasize several points:

1. Trainees should be encouraged to make cruises.

2. Where ships are available, they should be used as a locale for instruction on drill nights in order that trainees will become familiar with the environment of a ship.

3. The training program should make provisions for assisting the adjustment of personnel aboard ship and for evaluating the training program in the light of conduct afloat.

CHAPTER VII

SUMMARY AND CONCLUSIONS

1. In the organizational structure of the Organized Surface Naval Reserve program there occurs a definite split in the chain of administrative command at the level of the Inspector-Instructor and the Senior Organized Reserve Unit Commander. This character of the structure violates a cardinal principle of scientific management in that authority commensurate with assigned responsibility is not delegated to the Inspector-Instructor. As assistant to the Commandant he is responsible for the state of administration and training of Reserve Units within the activity, yet he has no military authority over the Reserve Units.

2. Both the Senior Reserve Unit Commander and the Inspector-Instructor report direct to the Commandant. When difficulties arise between them they can be resolved only at the higher level. Due to this divided character of the structure of the organization, efficient cooperation and productive results are dependent upon the personalities of the individuals concerned. Explosive possibilities exist which, in any unit, can be touched off by conflicting personalities.

3. Recruitment activity, even when strenuous, is

of little value unless the individual Units are effectively performing their main function of training enlisted men in a well-administered program. A high rate of turnover and absenteeism is inevitable in poorly functioning units. By dependence upon recruitment to offset a high rate of turnover, emphasis is actually placed upon acquiring members to perpetuate the existence of a Reserve Unit in itself, rather than in accomplishing its assigned mission of training. Focus of attention should be on improving the quality of leadership and supervision in these units prior to filling their authorized complements.

4. The inherent advantages in the Naval Reserve program are sufficient to attract and hold the interest of an adequate number of recruits to fill allowances provided the individual unit is able to develop its potentialities under capable leadership.

5. Physical facilities provided by the government are generally adequate. Emphasis should be placed on improving supervision rather than in obtaining plant improvements. Poor leaders have a tendency to seek additional physical facilities as a panacea for their difficulties, and, at the same time, fail to use fully the existing facilities.

6. In some localities, Reserve Units are characterized by self-perpetuating cliques of Reserve officers who do not exercise effective and efficient leadership and

allow the training program to suffer. In other localities, the leadership is enthusiastic and excellent. A criterion of able leadership is the amount of absenteeism and turnover.

7. The current induction procedure is good if it is administered properly. In some units, perfunctory interviewing and careless supervision of testing obtain misleading results.

8. There is a general need for an understanding of effective human relations within the units. Leaders and supervisors should be well-grounded and adept in this field. Over-emphasis on rank differentiation creates artificial blocks to good learning and to full participation by all members.

9. The most important area for improvement in the Naval Reserve is in administrative leadership, supervision, and public relations. Officers with poor performance records, should be retrained or replaced. In some cases, unqualified officers have been placed on active duty. Regular officers, and Reserve officers recalled to active duty, connected with the Naval Reserve should be carefully selected on the basis of their records and previous accomplishments in the fields of training, administration, and public relations.

10. It is very difficult to evaluate the curricula for the Organized Naval Reserve because they have been sub-

ject to repeated changes in quick succession. Evaluation would be much easier if curricula were left unchanged for a definite period of time, preferably two years or more.

11. Curricula should allow more time for administrative detail. No definite order or sequence of lessons should be prescribed. Lessons should show what particular part of the Manual of Requirements for Advancement in Rating they are fulfilling.

12. It has been found that the Recruit Training Curriculum is not integrated with preparation for the annual cruise.

13. There is a need for a more comprehensive and flexible system of equivalent instruction, to take full advantage of practical training opportunities provided by week-end cruises.

14. It is impossible to properly qualify men for certain technical ratings, such as radarman, electronics materialman, and electrician's mate, on the basis of the time allowed by the present curricula.

15. The Curriculum for Instructor Training should be amplified and expanded so that the average instructor can present the material without the benefit of advanced training in the field of education, and with the materials provided by the Navy.

16. Personnel on active duty at the Reserve Centers and on the Reserve ships hold the key to the success

of the Reserve Program. It is imperative that they keep paramount in their thoughts and actions the advancement of the training of the Reservist.

17. All personnel, both officers and men, on permanent active duty with Naval Reserve Units should take a course in Instructor Training at a regular Naval Instructor Training School before assuming their duties. Wherever possible this training should be extended to all inactive duty personnel who will act as instructors.

18. Each unit should establish and maintain a course in instructor training. All petty officers who are unable to attend the course mentioned above should attend the local course.

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